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ABSTRACT

This report describes the Canadian labor force and economic climate, and the employment and manpower policies which comprise Canada's active manpower policy. Expanded programs for vocational and technical training are recommended, especially for unemployed youth. (BH)



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**manpower policy and programmes
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CANADA

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FOREWORD

Examinations of individual country manpower and social policies and their methods of implementation constitute one of the procedures of analysis followed by the Manpower and Social Affairs Committee to forward its purpose of promoting effective national manpower and social systems to realize OCDE's objectives of a high level of economic growth, consisting of a 50 per cent increase in gross national product in the sixties, and a rising standard of living among the people of the Member countries.

The examinations have four objectives;

1. to define and highlight the views, experience and innovations in manpower and social policies in each country and particularly those areas of interest to other countries;
2. to present approaches and lines of action derived from the experience of other countries which may be helpful in the consideration of current problems and the attainment of national goals;
3. to indicate areas requiring further development for the realization of an active manpower policy; and
4. to provide the basis for the review by the Manpower and Social Affairs Committee of policy issues affecting Member countries as a whole.

The existence of an agreement among all Member countries on broad economic and social goals and the effort of each country to achieve them allows the examination of each individual country's experience to become the opportunity for an instructive re-evaluation of the programmes and experience of all other Member countries.

The present review deals with manpower and social problems, programmes and policies in Canada. The Examiners appointed by OECD were : Professor Brinley Thomas, Professor of Economics, University of Wales, Cardiff, Wales; Mr Marcel Graeve, Administrateur Civil, Direction Générale du Travail et de l'Emploi, Ministère du Travail, France; and Mr Raymond D. Larson, Assistant to the Director, Office of Manpower, Automation and Training of the United States Department of Labor.

The examiners visited Canada in January, 1965, and prepared their report, together with a list of questions for the Canadian authorities.

The Examiners' report and the background report submitted by the Canadian Authorities were discussed at the 10th meeting of the Manpower and Social Affairs Committee from 28th-30th April, 1965 when the following members of the Canadian Department of Labour replied to questions raised by the examiners and by members of the Committee : Dr. W. R. Dymond, Assistant Deputy Minister; Mr William Thomson, National Director of the National Employment Service; Dr. Ross Ford, Director of the Technical and Vocational Training Branch of the Department of Labour; Dr. Robert M. Adams, Labour Counsellor, Canadian Embassy, Brussels; and Mr John Mainwaring, Director of the International Labour Affairs Branch. A full written

reply to the examiners' questions was later submitted by the Canadian Authorities.

The Canadian Department of Labour invited Mr Solomon Barkin, Deputy to the Director of the Manpower and Social Affairs Directorate and Head of Social Affairs Division, to present the basic materials of the Canadian Examination to a Conference attended by provincial Deputy Ministers of Labour and their senior associates. The subsequent full discussion provided an opportunity to learn the views and experiences of these officials which were also taken into account in the final statement of conclusions.

The Manpower and Social Affairs Committee, at its 11th meeting in September 1965, agreed to the publication of the three basic documents prepared in connection with the Examination of Canada and approved a statement of conclusions drawn from this examination.

Part I

CONCLUSIONS OF THE OECD MANPOWER
AND SOCIAL AFFAIRS COMMITTEE
ON THE EXAMINATION OF CANADIAN MANPOWER
AND SOCIAL POLICY

CONCLUSIONS OF THE OECD MANPOWER AND SOCIAL AFFAIRS COMMITTEE ON THE EXAMINATION OF CANADIAN MANPOWER AND SOCIAL POLICY

The Canadian Government has accepted the basic principles of an active manpower policy. The Minister of Labour has stated the goals of employment and manpower policy as follows : " ...employment policy can be expressed in terms of the achievement of high level, productive and freely chosen employment. High level includes reasonably continuous or sustained employment so that seasonal and cyclical fluctuations in employment are moderated to the extent possible. High level and sustained employment should also apply in all of the regions of Canada. ...manpower policy can be expressed in terms of ensuring that the nation's manpower resources are developed effectively so that they will meet the dynamic requirements of a growth in the economy, and also meet the needs of each individual for the full development of his potential in human terms. "

During the last few years, this commitment has been implemented through a series of new far-reaching programmes and administrative changes over the wide area of manpower and social policy. The vigour with which efforts in this area have been pressed and the resources assigned to these new programmes, show the determination to implement an active manpower policy. At the same time, some older instruments have been proved effective and, where they have been found faulty, have been modified or replaced with new programmes. The present effort to test and assure the effectiveness of the older programmes and introduce new ones suggests that the basic goals of the active manpower policy will be increasingly realized.

The assumption by government of the responsibility of providing a variety of incentives and facilities, aids, services and programmes for achieving these objectives is relatively new in Canada, a country accustomed to reliance on individual efforts and resources in the economic field. The system of economic decision-making is decentralized at the enterprise level, even as regards industrial relations and collective bargaining. In fact, collective bargaining affects directly only one-third of the working population. Further, as Canada is a federal rather than a unitary state, the national government acts directly only in a part of the total manpower area, and assists in providing financial resources, technical support and the stimulus for the programmes of Provincial Governments in other areas.

Canada is actively seeking a political and cultural consensus on its future. The existence of two main culture-language groups (English and French) reinforces the emphasis on progress through the achievement of an agreement on common goals and diversity in methods of implementation. The Economic Council of Canada, a non-political advisory body of 28 representatives of

diverse industries, economic interests and regions, submitted its first unanimous report at the beginning of the year and defined a common set of assumptions for Canada's economic future. They include an annual rate of growth of 5.5 per cent, a far more ambitious level than that set by the United States or the OECD, 3 per cent unemployment, widespread participation in economic growth by all regions and economic groups, and reasonable price stability.

The realization of these targets is challenged by Canada's physical, demographic and economic setting. It is physically the largest OECD country with the lowest density of population (except for Iceland). Its economy is considerably dependent upon primary industries and their processed products, although manufacturing is increasing markedly in relative importance. Foreign trade represents one-fifth of the gross national product. With a per capita income level second only to the United States among OECD countries, Canada's industries and working population must constantly keep pace of the most advanced and sophisticated industrial nations.

The new determination of the national and provincial governments to provide leadership in introducing appropriate new economic and social policies comes at a time when employment, economic and manpower conditions are significantly different from the past. This necessitates the initiation of programmes for new purposes and the revamping of old ones where they are still relevant to the new circumstances.

Foremost among these new facts is the new period of industrial growth beginning in 1961 following on the recession from 1957 to 1961. Recovery brought the reduction of the unemployment rate to the low of 2.5 per cent in September 1965 (a seasonally adjusted rate of 3.6 per cent). In the period 1965-70 Canada faces an estimated annual increase in the labour force, or a need for new jobs, of 2.8 per cent annually, probably the highest rate for any industrially advanced country. In the age group from 20-24, the increase over this period is expected to be 33 per cent. At the end of the period, the female labour force may account for almost one-third of the total. The fast-growing youth population will be more educated than in the past but will be without work experience, and will enter a labour market which until recently depended to a considerable extent on immigrant labour for its skilled and experienced personnel. Therefore, the great challenge for Canada, which it has already recognized, is to provide the facilities for the training of its population in greater numbers and with the skills needed by industry. New programmes for jobs and training for the labour force have become a matter of great urgency, a responsibility recognized by the federal and provincial governments, as well as by the parties to industry.

Compounding the overall manpower problem are the significant changes occurring in patterns of occupational and industrial demand for workers, and the shifts in the geographical pattern of industrial growth and employment. Seasonal fluctuations in employment remain a net drain on the economy. They call for a continuation and intensification of the programmes to stabilize operations and employment opportunities.

MANPOWER AND SOCIAL POLICY DEVELOPMENT

The Government and the Economic Council of Canada have recognized the central importance of national manpower and social policy and the programmes to implement them for the realization of the nation's economic and social targets. The Federal Minister of Labour has been the cabinet

officer responsible for appraising manpower and related social needs, for formulating proposals for policy and programmes and for representing the consideration of manpower policy in the government's discussions of economic and other national policies and programmes. He has been substantially assisted in these efforts by the action-oriented research of the Economics and Research Branch of the Department of Labour. The development of policy has also been inspired by the debates, conclusions and recommendations of the ILO on "full productive and freely chosen employment policy" and the OECD's "active manpower policy". Labour and management have influenced the contents of the programmes through participation in the numerous advisory boards in specialised fields organised by the Department of Labour and by presentations before parliamentary and ministerial bodies. The policies and programmes have been formulated keeping in mind the respective federal and provincial responsibilities for administration, with the federal government continuing at all times to carry the responsibility for leadership, co-ordination and such financial assistance as might be desirable to assure the realization of the policy objectives.

The programmes have been characterised by clarity of purpose and close awareness of national economic needs. They are imaginative and reflect great initiative and willingness to experiment, test, revise and to substitute where necessary new for old methods. Among the most original of the new programmes are the winter employment schemes and the federal government service to aid labour and management in collective bargaining adjustments to technical change.

The clarity of purpose is reflected in the modification of the experimental Older Workers Incentive Programme and the insistence on job development for the underemployed and unemployed in depressed areas. The Government has shown its flexibility in transferring the National Employment Service to the Department of Labour and in defining its central role in ensuring the effective implementation of an active manpower policy. The Federal Department of Labour has been performing a crucial role of stimulation, technical support, standards development and leadership in the areas where the provinces, for constitutional reasons, have primary responsibility such as vocational and technical training.

To maintain the initiative in devising new programmes, to change the emphasis among programmes as new conditions develop, and to identify the economic interests of provinces and local communities with this effort, a central national advisory board representative of management, labour and other interested groups on manpower policy might be worthy of consideration. Similarities of representation on this board and the Economic Council would help provide for intimate co-ordination of views and attitudes among the private parties and provinces respecting economic, manpower and social policy.

FEDERAL ECONOMIC AND EMPLOYMENT PROGRAMMES AND MANPOWER ACTIVITIES

The role of the manpower authorities in the evolution of economic and employment policy is illustrated by their activities at the time of the recession at the end of the fifties and in recent periods of expansion. Sharing in the development of general economic policy, they nevertheless perceived that specific employment programmes were required to meet specific problems. These lead to undertakings to stimulate employment in the winter months,

first through municipal winter works and later through winter housebuilding, the development of improved incentives for the substantial expansion of vocational training facilities and programmes, and, in co-operation with other departments, the location of enterprises in depressed areas.

The Minister of Labour has played a key role in the formulation of the government's broad economic programme, which has been expansionist in outlook. In the spring of 1965, the Government announced a 10 per cent cut in personal income tax and other measures to encourage the maintenance of high levels of economic activity. The recent decision to spread the federal works programme, particularly in large metropolitan areas, over longer periods and to stimulate employment in depressed areas, reflects a determination to restrict the effects on labour shortage areas and to continue the stimulation from public works and industrial development in labour surplus areas.

This attention to the demand side of the manpower problem is a necessary responsibility of the manpower authorities concerned with the promotion of an active manpower policy. The Economics and Research Branch of the Department of Labour engages in economic analysis and forecasting to appraise trends and problems. It should be adequately staffed, not only to discharge these important functions, but also to enable the authorities to make independent estimates of the economic and employment programmes in the light of the manpower and social objectives. Manpower authorities should continue their programme of analysis and feel responsible for proposing appropriate economic and employment policies to attain the employment goals.

Among the most successful efforts in the field of employment stabilization has been that to stimulate winter employment, both to provide jobs and to correct traditional seasonal patterns of activity within the construction industry. Especially noteworthy is the winter housebuilding incentive programme which grants \$ 500 per house to each house owner who builds during the winter months. In 1964-65, the government spent \$ 14 million on this programme : each dollar of government money resulted in home building of \$ 40 : while 205,000 winter jobs were provided. The educational work done to spread the information on new construction practices favouring winter building is also most useful and will benefit other countries as well.

As regards the underemployed and unemployed in depressed areas, the manpower authorities have three interests; to provide them with immediate employment, to aid in their selective out-migration, and finally to assist in the economic development of the area through upgrading its manpower resources. The Department of Labour plays a significant role in defining the areas in which new enterprises or production facilities can qualify for grants or tax concessions by locating within them. The latter efforts are necessarily long term in character and the manpower authorities must therefore continue to focus on providing immediately more employment opportunities for the immobile groups such as are made available by the municipal winter works programmes. The reinvigorated National Employment Service should play an important part by providing assistance, through co-operation with provincial and local authorities, in community development work and the upgrading of the local labour force to aid in stimulating employment through local efforts.

The major federal industrial and regional development functions are vested in the Department of Industry or special bodies such as the Atlantic Development Board. These programmes demand and depend upon the

steady expansion of public services and facilities, the discovery of hidden potentials, the changing balances of locational advantages of different areas and the overflow of opportunities in industrially mature areas in prosperous periods. Fortunately the depressed regions are benefiting from a high level of business activity. Large new enterprises are locating in Eastern Quebec and the Atlantic provinces, in part because of the special grants and tax incentives. Training activities in these areas are being accelerated to prepare people for skilled jobs and future employment opportunities. These programmes are long term in nature and should be supplemented by government programmes for immediate employment to improve the social infra-structure and upgrade the human resources of the depressed areas.

NATIONAL EMPLOYMENT SERVICE

The transfer of the National Employment Service from the Unemployment Insurance Commission to the Department of Labour in 1965 constituted a step long urged by many bodies. It is hoped thereby to broaden the functions of the Service beyond those commonly associated with it, i.e. those of checking on and placing unemployed, to those of serving the full range of groups in the labour market. The transfer should provide the Service with the resources for increasing and upgrading its staff and providing better services for the individual worker and employer and the local and national labour markets. Recent improvements in employment counselling and the employer visiting programme have been helpful steps, but both need careful review to assure their maximum effectiveness. To function as a control body in the local labour market, local offices must be able to provide information on the short and long-run labour market developments necessary for making choices and decisions. The ambition of the Service to attain a higher penetration rate (proportion of NES placements of total hirings) over the full range of occupations and industries provides a meaningful objective by which to test the success of current efforts at improving the Service. Many new services are required and the priority for their introduction should be determined on the basis of careful studies. The local offices may in time serve as a basis for constructing true local manpower agencies throughout the country, integrating the various services and facilities available, and thus aiding the effective organisation of the local labour market.

The Government has introduced a new Manpower Mobility Assistance Programme, to be administered by NES, for all areas of the country, by establishing two funds totalling \$ 10 million for both loans and grants for the movement of unemployed workers and their families, and resettlement allowances of up to \$ 1,000 per family. It will be able to test the efficacy of this programme as a means of facilitating geographical mobility to ease the strains in labour shortage areas.

IMMIGRATION POLICY

Canadian immigration policy has been founded to a large extent on the need for general population expansion. Immigration was a major source of skilled labour in the first ten years after the war, but it has played a somewhat less important role in recent years. Current emphasis is on the training of the population for skilled, technical and professional jobs. Nevertheless, immigration will play a continuing role in helping to meet urgent requirements for many categories of skilled and technical manpower. The duplication

of placement functions by the Labour and Immigration Departments does create confusion in the labour market. Consideration should be given to the transfer, in due course, of the placement functions to the Employment Service leaving the counselling and adjustment services in the Immigration Department. The latter should particularly assure adequate language instruction, the use of available vocational training facilities and the solution of individual adjustment problems to facilitate economic, social and political integration. The Immigration Department has moreover assumed a large degree of responsibility for encouraging highly-trained Canadians in the United States to return to their own country to make up for the skill shortages.

PERSONNEL POLICY AND INDUSTRIAL RELATIONS

The achievement of the goals of an active manpower policy depends upon the development of policies and programmes at the establishment level which advance the same objectives. The individual enterprises should work out and maintain manpower adjustment programmes which would assure the maximum of adaptation of employees to the changing job demands. To encourage and aid such planning and the adoption of such plans, the Labour Department has recently organised a Manpower Consultative Service which provides finances for research and development of plans, and funds to aid in geographical mobility. Monies for occupational adjustment can be obtained from the vocational training programmes. An encouraging number of companies and unions have already agreed to undertake such planning. This is an experiment which should provide useful experience for other countries.

The Department should continuously and actively develop additional means for encouraging unions and management to plan and establish programmes to encourage effective manpower adjustments at the enterprise and industry levels. The experiences with the adjustment programme for automobile workers instituted with the Canadian-United States free trade agreement on automobiles, may also be a useful base for broader programmes.

FEDERAL-PROVINCIAL AND PROVINCIAL ACTIVITIES

In Canada, a federal state, the development and implementation of manpower policy must adapt itself to the division of powers between the federal and provincial governments. In those areas in which the federal government alone has jurisdiction, adequate execution requires continuing co-operation and co-ordination with the functions performed by provincial and local authorities. Provinces too must co-ordinate and consult with federal authorities on action in their areas. In addition to encouraging provinces to institute comparable, though not uniform, programmes, the federal government continually assists them by financial aid, technical advice and guidance, and by establishing facilities for the co-ordination of their efforts, definition of common standards and the evaluation of operations. The provinces are ultimately responsible for the administration and development of the programmes in their own areas of operation, and are expected to experiment and innovate and to capitalize on local initiative. Through stimulation, technical support, and co-ordination, the federal government endeavours to ensure that all provinces progress in the application of the programmes and that all share in the nation's economic and social advance.

The concentration of statistics-collecting activities in the federal govern-

ment and the dependence of the provincial governments on these sources for labour market and manpower data, impose a special responsibility upon the federal government to serve the ever-growing needs of the provinces in the development of policies and programmes and in their administration. One of the pressing needs is for the elaboration of labour market data on a regional and local basis, to increase the extent and quality of the statistical data currently provided.

TECHNICAL AND VOCATIONAL EDUCATION

In no area has the federal-provincial co-operative relationship been more explicitly unfolded than in technical and vocational education. The provinces are responsible for education and are assisted by the federal government in fulfilling many of their obligations. The Canadian people have realized that the general educational system, and particularly the technical and vocational fields, need expansion and reorganisation.

In the broad area of education, several conclusions are now generally shared. More and more young people will enter secondary and higher education; the curricula and teaching methodology need revision to adapt them to population growth and a rapidly changing society; provision must be made for people who terminate their education at the end of compulsory schooling or progressively thereafter without concluding technical, university, or professional education, so that they are all fitted at these terminal ages for the world of work and society.

As for the technical and vocational area, partly as a result of the research of the Economics and Research Branch of the Department of Labour, a consensus has been reached on many important points. Canada must train its own skilled, technical and professional labour as it can no longer rely as heavily on immigration. Existing facilities, curricula, teachers and organisations need to be adapted to the enormous domestic task ahead resulting from the great population bulge of the sixties. The school system in a growing society with a changing and sophisticated technology and management must assist adults in adaptation, overcoming deficiencies in preparation and upgrading. Finally, many short-run occupational shortages must be met through immediate training.

Through the dissemination of their research findings, the manpower authorities were able to draw the educators' attention to the requirements of the evolving new economy and society. They could profitably perform an even more active role in elaborating on these conclusions and helping formulate their explicit educational implications.

A truly far-reaching technical and vocational programme both for youth and adults has been instituted by the vocational and technical training legislation of 1960. For young people, it provides both for assistance in the secondary schools and the promotion of technical training in the post-high school institutions. The emphasis to date has been largely on school construction under a federal-provincial financial agreement which has raised student places from a level of 108,000 in 1960 to 300,000 at the end of 1964 and looks forward to 500,000 places in 1970. The urgent need is now for a careful review of the work done in these schools, in the selection and definitions of occupations, curricula, pedagogy, teaching materials, teacher qualifications and results expected, so as to define the ways in which these operations may become more effective in meeting the goals for which they were established.

Government financial assistance to the current operations of schools for youth amounted in 1964 to \$ 3 million for vocational training in the secondary schools for 164,000 students, and \$ 7 million for post-high school technician training schools for 14,000 students. In the effort to build up Canada's economic effectiveness, the training of technicians must continue to command a high priority.

The new adult training programmes under federal-provincial agreements, now reaching about 110,000 persons, represent an improvement in the present programmes and provide for substantially more liberal financing. First is a provision for the training of persons seeking trade and occupational retraining or upgrading or the teaching of pre-employment subjects. Training in 80 occupations is given in both day centres and in evening courses which now serve 27,000 students. The current federal financial cost is \$ 10 million. The question has been raised whether or not such training could be accelerated, particularly to meet bottlenecks, through federal-provincial grants to enable students to complete their training on a full-time day basis.

The second is the programme for the training of the unemployed in courses lasting six months to one year. These persons receive their unemployment insurance benefits or maintenance allowances during training. The question has been raised whether or not the training allowances should be paid directly to all of these persons to permit these benefits to be adjusted to student needs instead of continuing them on unemployment insurance. Some 50,000 adults received training in 1964, of whom 16,000 were given basic educational instruction and the balance were trained in 115 occupational specialities in 300 centres (exclusive of the training programme in Quebec).

The apprentice programme under provincial legislation now covers some 23,000 students, but it is not growing as fast as it was hoped. Uniform national standards enforce comparability of achievement among the student apprentices which assures a desirable level of attainment.

The programme for government assistance to in-plant training now reaches 7,800 persons. This programme needs a great deal of stimulation and expansion. Management has a major responsibility for the development and support of adult training in industry, government should provide stimulation and guidance and seek to co-ordinate and test the effectiveness of the in-plant programme.

A careful study is required of other private vocational and technical educational facilities, their curricula and usefulness. Ultimately government must be responsible for defining the role each institution is to play so that they individually complement and supplement one another in creating the trained manpower needed by the country.

Each of these programmes calls for constant evaluation for its relevancy and effectiveness. The responsibility of the federal authorities, in co-operation with the provinces, is to study experience, develop standards, promote positive results, stimulate the expansion of the plans, and encourage innovations which would improve the effects of these programmes. A more careful definition of targets and integration of procedures could do much to give an impetus and feeling of unity to the adult training programme.

HUMAN DEVELOPMENT AND ECONOMIC OPPORTUNITY POLICY

Canada has inaugurated a new programme explicitly designed to develop the capacities of the long-term unemployed, the low income wage-earner,

the under-employed and persons often considered to be non-productive. The new aids elaborate on existing federal-provincial programmes and provide new services, particularly aimed at helping people attain optimum competence. The emphasis of these new programmes is not on income maintenance, though such provision is made, but upon the positive restorative services required to enable individuals to overcome their disadvantages and to qualify for participation in the regular labour market. This Programme will be keenly followed and opens opportunities for an international exchange of information.

With the passage of the federal minimum wage of \$ 1.25 per hour and a normal work week of 40 hours, a new step has been taken to assure a wider group of employees the benefits of a growing economy. To reinforce the positive results of this step, the federal government can be helpful in assuring the successful application of the minimum wage by assisting in the vocational up-grading of minimum wage workers and aiding their employers to become more effective as business executives.

The growing number of women with family responsibilities in the work force calls for special attention to arrangements of hours of work and the availability of public and private community facilities and services and their operating schedules to ease the strain on women who are carrying both home and job responsibilities.

FEDERAL AND PROVINCIAL DEPARTMENTS OF LABOUR

The Departments of Labour, both federal and provincial, have an increasing role to play in the promotion of the basic programmes of an active manpower policy. This is not a self-implementing concept but it will be realized if there is a determination to achieve the established goals. It requires the co-operation and active participation of labour and management groups and of all groups and individuals in each local community and labour market and at the provincial and national levels. An active manpower programme can only be built when the leaders, both in the government and in the community generally, have a clear concept of purpose, a truly adequate knowledge and analysis of conditions in their area, a system for disseminating the information and a determination to establish and use the services designed for developing human resources and utilizing and allocating them productively. It is a programme which calls for constant alertness on the part of those in responsible positions, inspiring guidance, leadership, and stimulation of the people to achieve its goals.

Part II

REPORT BY THE CANADIAN AUTHORITIES

20/21

Chapter I

LABOUR FORCE, EMPLOYMENT AND UNEMPLOYMENT IN THE POST-WAR PERIOD

The post-war years in Canada have been a period during which the labour force and employment increased more rapidly than in most other industrially advanced countries. It was, moreover, a period of great shifts in industrial and occupational patterns of employment, and of changing rates of growth of various population groups. These changes have been and are now being reflected in the kinds of manpower requirements and the nature of the residual unemployment problem. Moreover, they have important implications for future economic, manpower and employment policies.

An overview of developments since 1950, in terms of total employment and the major industrial groups, is shown in Chart I. As can be seen, there was over this period a general but very uneven movement upwards of industrial employment. In fact, during these years the economy went through three full cycles of economic activity and is now well into a fourth.

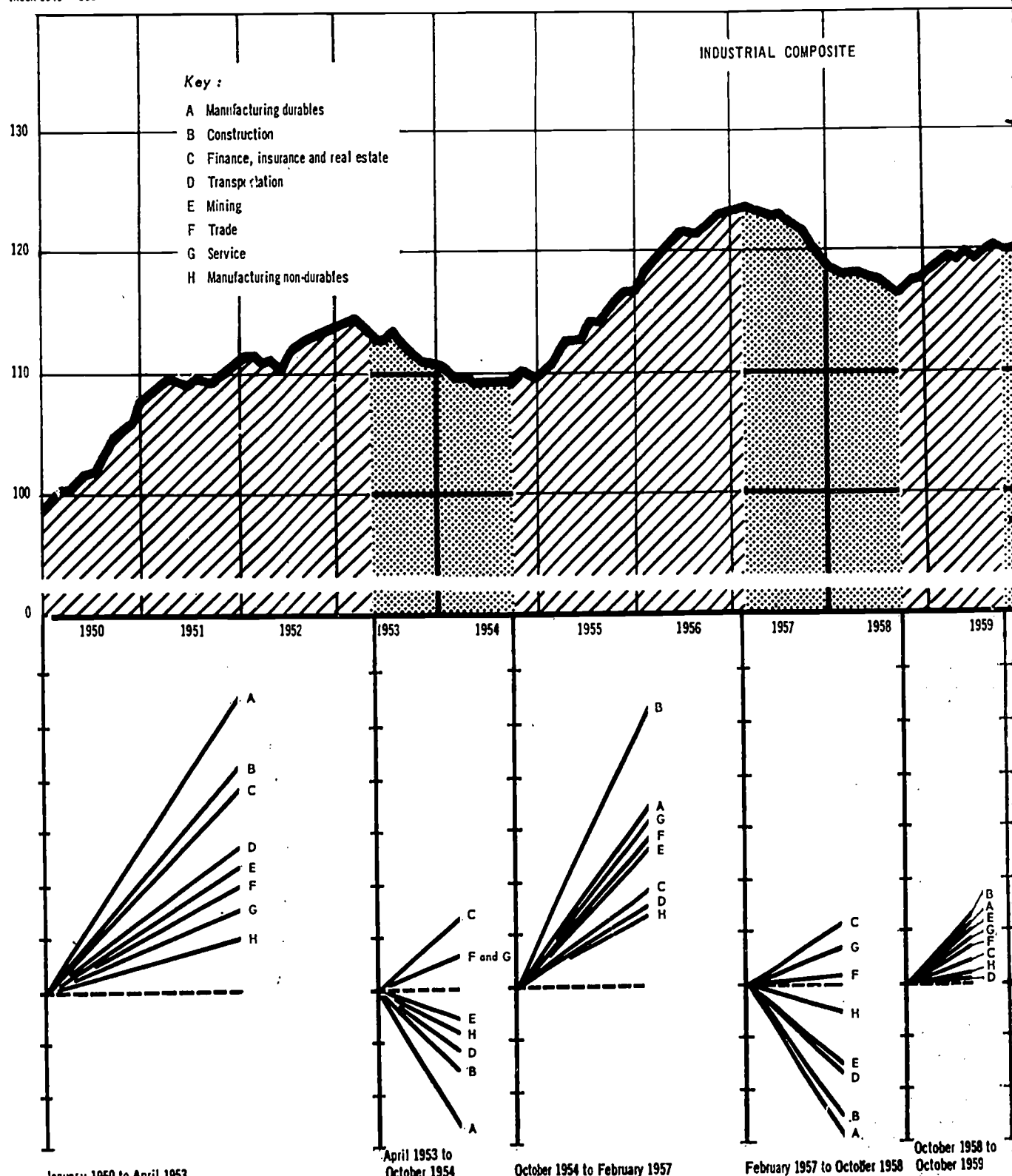
The impact of these cycles on employment in the major non-agricultural industries varied considerably. Employment in durable goods manufacturing and in construction showed the greatest variation, with these two industrial groups almost always showing the greatest rate of change, both up and down. On the other hand, three industries — trade, finance and service — showed no cyclical declines over this period. These industries showed employment increases, even during the periods of cyclical decline when the total level of non-agricultural employment was falling. In the current cyclical expansion, which started in March 1961, the greatest rate of employment expansion has occurred not, as usual, in the durable manufacturing or construction industries, but in the service industry.

It is clear, as Chart I indicates, that during each full cycle of economic activity the labour market carries out a considerable shifting and re-allocation of employment between industries. On the surface, it might appear that this re-allocation task was a simple one, namely the shifting of workers from industries of relatively rapid cyclical decline to those of less rapid decline and of continuing employment increases. Such is not completely the case. In many instances, and for many reasons, a significant number of the workers released by the cyclically declining industries remain unemployed while the needs of other expanding industries are met from labour force growth.

Underlying the cyclical changes shown in Chart I are some longer run trends in manpower requirements. One of these is pictured in Chart II. This Chart shows, rather dramatically, how labour demand has been shifting quite substantially from the goods-producing to the service-producing indus-

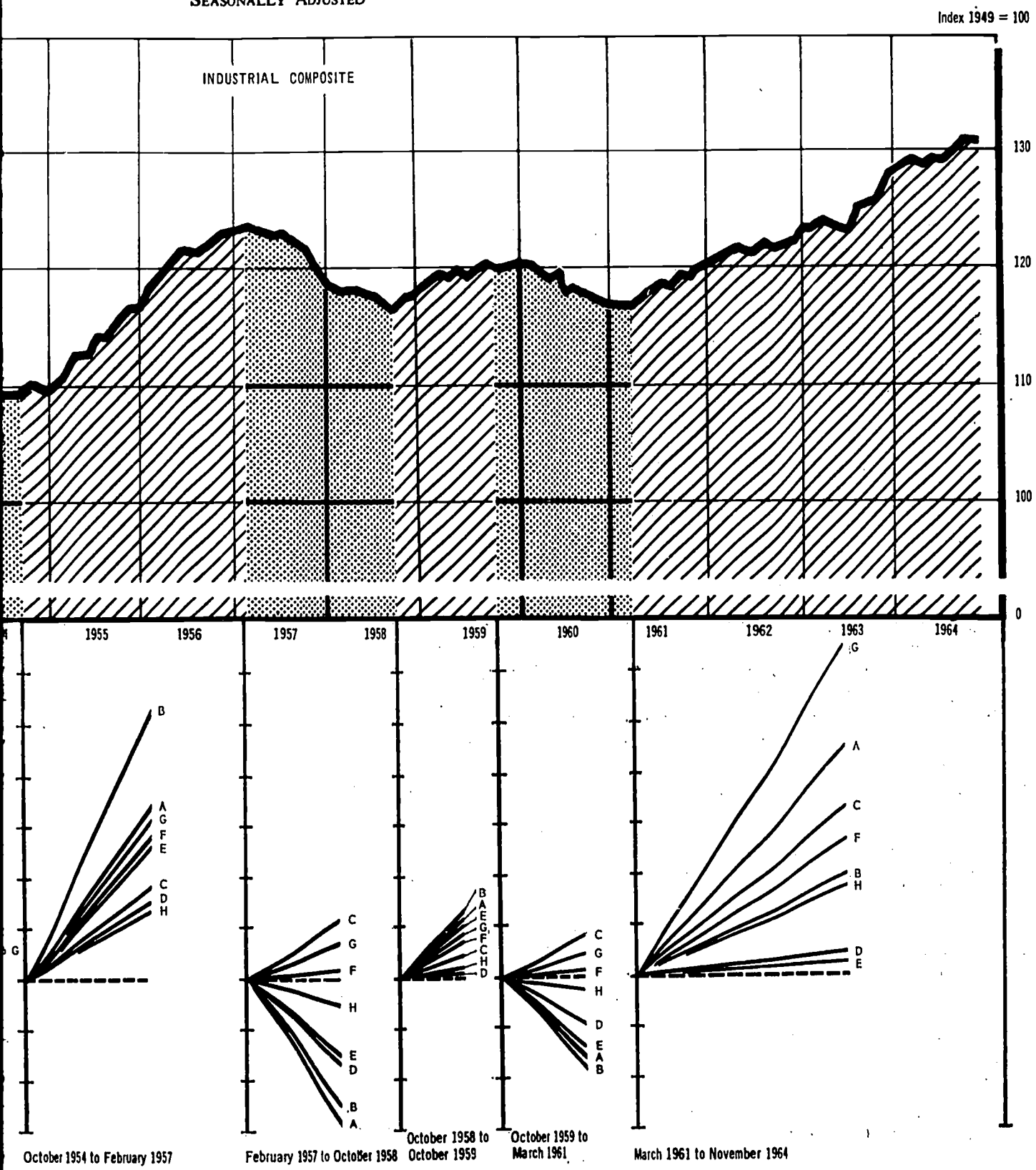
Chart 1. INDUSTRIAL EMPLOYMENT TRENDS 1950-
SEASONALLY ADJUSTED

Index 1949 = 100



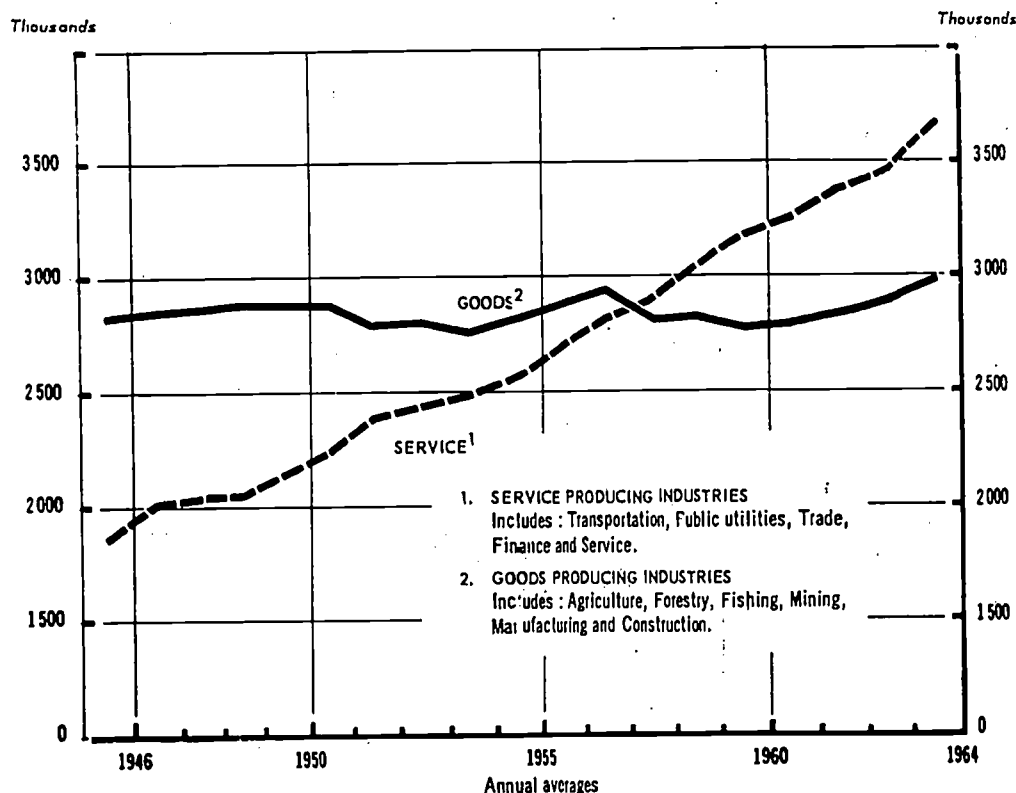
Source: Employment and Payrolls, Dominion Bureau of Statistics.

Chart 1. INDUSTRIAL EMPLOYMENT TRENDS 1950-1964
SEASONALLY ADJUSTED



tries. This shift presented the labour market with a re-allocation task with which it could cope only to a limited extent because of the great differences in the character of the employment offered by the two groups of industries. Many of the jobs in the service-producing industries, for example, required relatively high levels of education, involved working with people rather than things, and in some instances carried relatively low salary or wage levels. On the other hand, redundant workers in the goods-producing industries

**Chart II. EMPLOYMENT IN GOODS PRODUCING INDUSTRIES
COMPARED WITH EMPLOYMENT IN SERVICE INDUSTRIES 1946-1964**



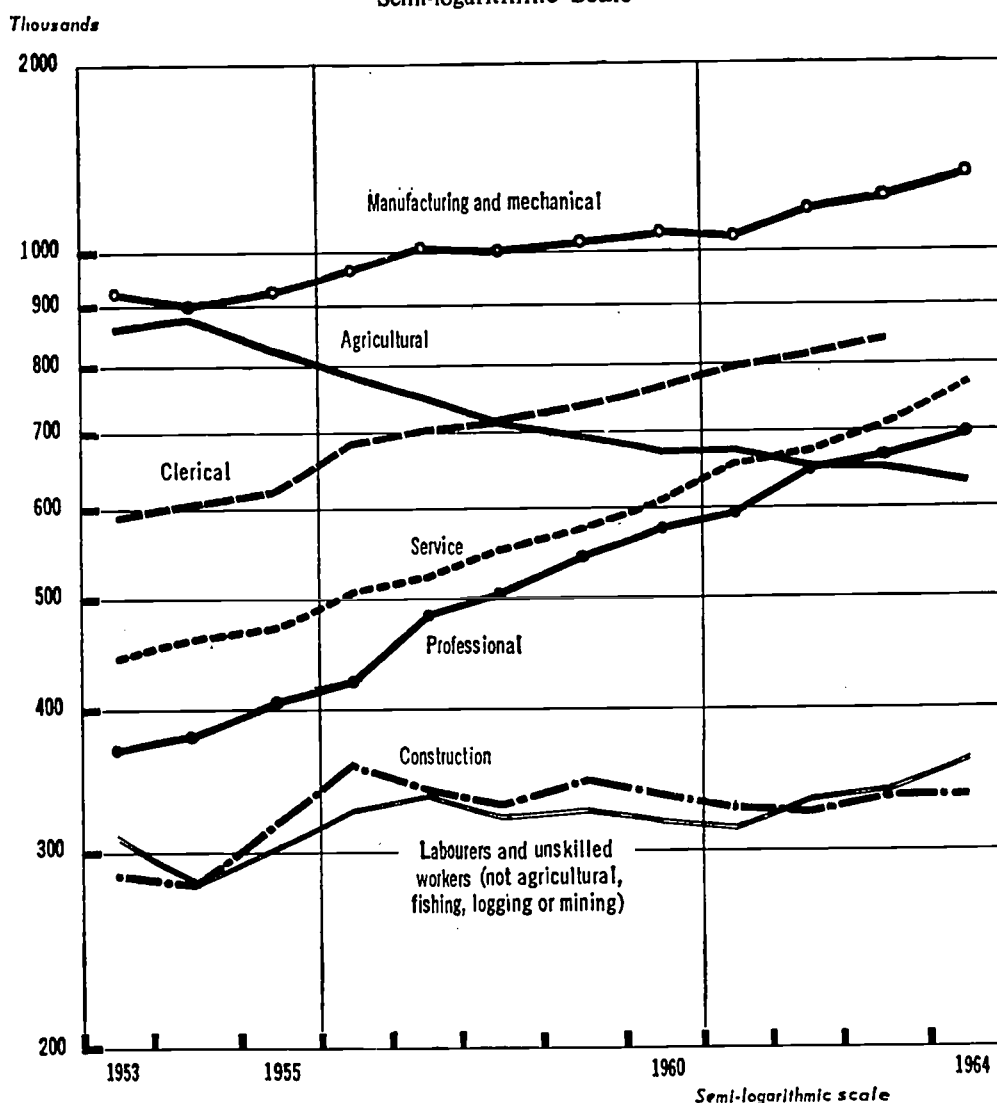
Source: Labour Force Survey, Dominion Bureau of Statistics.

tended to have relatively low levels of education and often no skills or obsolete ones.

The differential growth rates of various industries have made a substantial change in the role of women in the labour market. One striking illustration of this is the fact that, of a total increase of 1,360,000 employed workers over the period 1953 to 1964, 727,000 were women. Over this period, the proportion of women in the work force increased from 22.4 to 28.8 per cent. The number of married women in the labour force increased two and a half times.

Also underlying cyclical swings in the extent and nature of labour demand are other longer run changes in manpower needs. These can be traced back in many instances to a variety of technological developments. They

Chart III. EMPLOYMENT-SELECTED OCCUPATIONS 1953-1964
Semi-logarithmic Scale



Source: Labour Force Survey, Special Tabulations, Dominion Bureau of Statistics.

involve a shift of labour demand away from "blue-collar" or production occupations to a variety of "white-collar" occupations. In the manufacturing sector of the economy, for example, production workers dropped steadily as a proportion of total manufacturing employment from 83 per cent in 1948 to 76 per cent in 1960.

Shifts in occupational requirements over the last decade are shown for most of the major occupational groups in Chart III. It will be noted that employment has been growing at the most rapid rate for the professional group. It has also been rising relatively rapidly for the service and clerical groups. Manufacturing and mechanical occupations have been increasing over this period at a rate which roughly parallels the growth of total employment, while requirements for construction workers and labourers have changed little over the decade, thus falling as a percentage of total employment. The

Chart also shows the decline in agriculture that is now familiar to most industrialised countries. A similar, though less dramatic trend is apparent in mining, logging, and fishing occupations, groups that are not shown.

As with most aggregations, these trends hide almost as much as they reveal. Some of the dramatic changes that are taking place can only be appreciated fully by examining employment changes in occupations at a much lower level of detail. According to the Census of Canada in 1951 and 1961, the number of professors and college principals, for example, more than doubled over the decade; office appliance operators increased in number by 160 per cent; whole new classes of occupations such as science and engineering technicians have become of major importance. Computer programmers were almost unknown in 1951, but in just over ten years, requirements for workers with this kind of skill have increased substantially, and the nature of the skill itself has changed into several very specialised occupations.

These developments are, of course, the result of the relatively high and growing concentration of women in the expanding service industries. In 1961, women made up 40 per cent of the service-producing industries, against 35 per cent in 1931. The largest employment gains have been in clerical occupations. The teaching profession has been another substantial source of employment expansion for women.

Mention should be made of the great differences which have existed in the rate at which manpower requirements are changing in various regions and areas and how this has imposed a high mobility requirement on the labour force. In general, the need for people to shift from one area to another stems from differences between the growth of employment and of native manpower supplies. The rate at which native manpower supplies grow can vary from one region or area to another, but only within a relatively narrow range. Employment growth, however, can vary a great deal as between regions and areas. Employment changes among male workers at the regional level between 1951 and 1962 may be used as an example. Employment of males in the Atlantic region showed little or no change over this period; in Quebec, there was an increase of 14 per cent; in Ontario, an increase of 17 per cent; in the Prairie region, 7 per cent up; and in the Pacific region the increase was 27 per cent. Comparison of growth rates in smaller areas displays a much greater variation.

These differential rates of employment growth in various regions and areas, combined with the tremendous size of Canada, impose a very considerable need for geographical mobility on the labour force. Undoubtedly, the labour force responds to this need because, as has been noted in frequent studies, there is a large amount of migration in Canada both between provinces and within provinces. However, the persistent nature of regional differences in unemployment demonstrates that the adjustment of manpower resources to changing demand patterns is neither immediate nor complete. Apart from the imperfect response of the labour market, to differential rates of employment growth in regions and areas, there are a host of other economic and social factors which often make movement difficult when job opportunities are declining.

Apart from the cyclical and long-run shifts and changes in manpower requirements, there are also imposed on top of these very substantial seasonal swings in employment. This aspect of employment in Canada is described more fully below. To provide some indication of its importance, however, it can be noted that over the course of a year from one-quarter to one-third

of Canadian unemployment can be attributed to seasonal swings in labour requirements. This fact is important to remember when comparing unemployment levels in Canada with those of other countries.

LABOUR SUPPLY

In an outline of labour market trends for Canada, the highly dynamic character of labour requirements must be related to changing labour supplies. These, of course, are a function of rates of population growth, the extent to which different groups in the population enter the labour force, and net immigration.

As in many industrialised countries, the relatively rapid expansion of the labour force now getting under way has its origin in the upturn in birth rates during World War II and in the years immediately afterwards. In the years immediately ahead, the number of new entrants to the labour force from native population growth is going to be very high indeed. It has been estimated that, during the last half of this decade, the 20-24 year age group in the labour force will increase by almost one-third¹.

One of the important consequences of this is that already, and throughout the rest of the 1960's, the new labour supply will not only be substantial but it also will be significantly different in character from that of the 1950s. In the 1950s, a substantial proportion of the new labour supply was composed of immigrants, most of whom had considerable work experience and skills. In the 1960s, however, new labour supply will consist to a much greater degree of young people from the domestic population who have relatively high levels of education but little work experience. Unless employment growth is substantial, these people are apt to experience relatively high rates of unemployment and pose a special kind of problem.

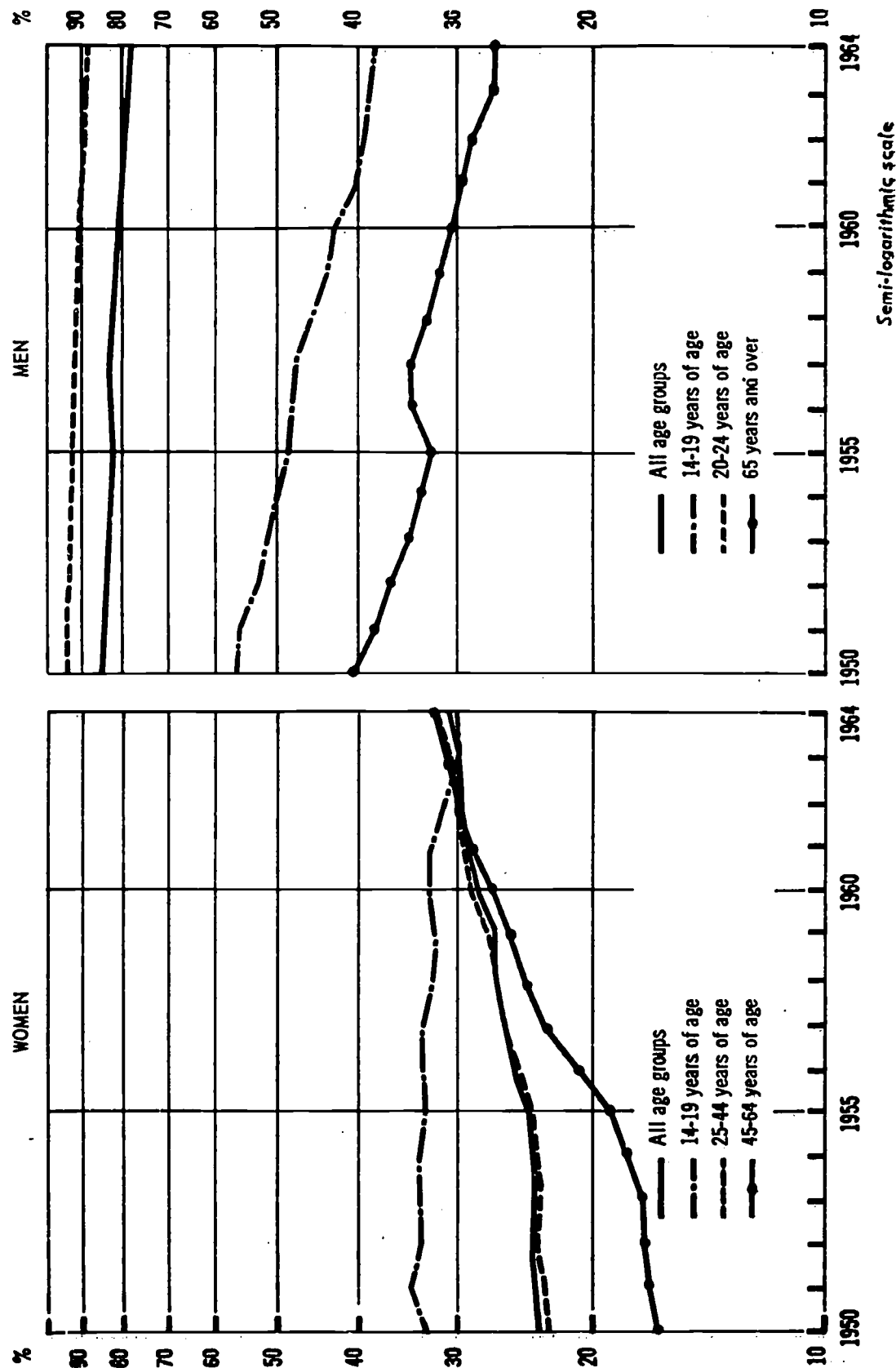
Apart from the nature of population growth, there have been other important changes in the percentage of various groups in the population who are in the labour force, as shown in Chart IV. It illustrates the striking rise in the participation of women in the labour force during the past decade. Among women of all age groups the participation rate increased from 23.4 per cent in 1953 to 30.5 per cent in 1964. This increase in participation rate was enough to offset a decline in the participation rate of the much larger male group. Consequently, for the adult population as a whole, the proportion in the labour force increased slightly from 53.1 per cent in 1953 to 54.3 per cent in 1964.

The most marked increase in participation rate was among women aged 45 to 64 which almost doubled over the decade. Among very young women the rate has declined slightly, reflecting longer average number of years in school. In 1964, about 30 per cent of the 14-19 group and 51 per cent of 20-24 year olds were in the labour force.

To some extent, the increase in female participation rates reflects the general movement of the population from rural to urban areas of Canada. It is apparent, however, that women are playing a greater role in the labour force in both rural and urban environments. Data from the 1951 and 1961 censuses, although not fully comparable, demonstrate clearly the general nature of this phenomenon.

1. *Economic Goals for Canada to 1970*, Economic Council of Canada, 1964, p. 36.

Chart IV. LABOUR FORCE PARTICIPATION RATES-SELECTED AGE GROUPS
RATIO OF LABOUR FORCE TO ADULT NON-INSTITUTIONAL POPULATION



Source: Labour Force Survey, Special Tabulations, Dominion Bureau of Statistics.

The participation rates are greater in urban than in rural parts of the country, because of a greater availability of job opportunities. Over the decade, however, the increase in participation rate was more marked in rural areas than in urban centres. Thus, while the increased urbanisation of the female population has been a significant factor in the upward shift, the change would have been very considerable even without this migration.

LABOUR FORCE PARTICIPATION RATES OF FEMALES, CANADA

	1951	1961	PERCENTAGE INCREASE
Rural	12.8	20.6	61
Urban	29.1	33.0	13
Total	23.7	29.7	25

Source: Census of Canada.

The rates for 1951 and 1961 are not fully comparable; for example, the 1961 rates refer to females aged 15 and over, while the 1951 rates refer to females aged 14 and over. There are other minor differences.

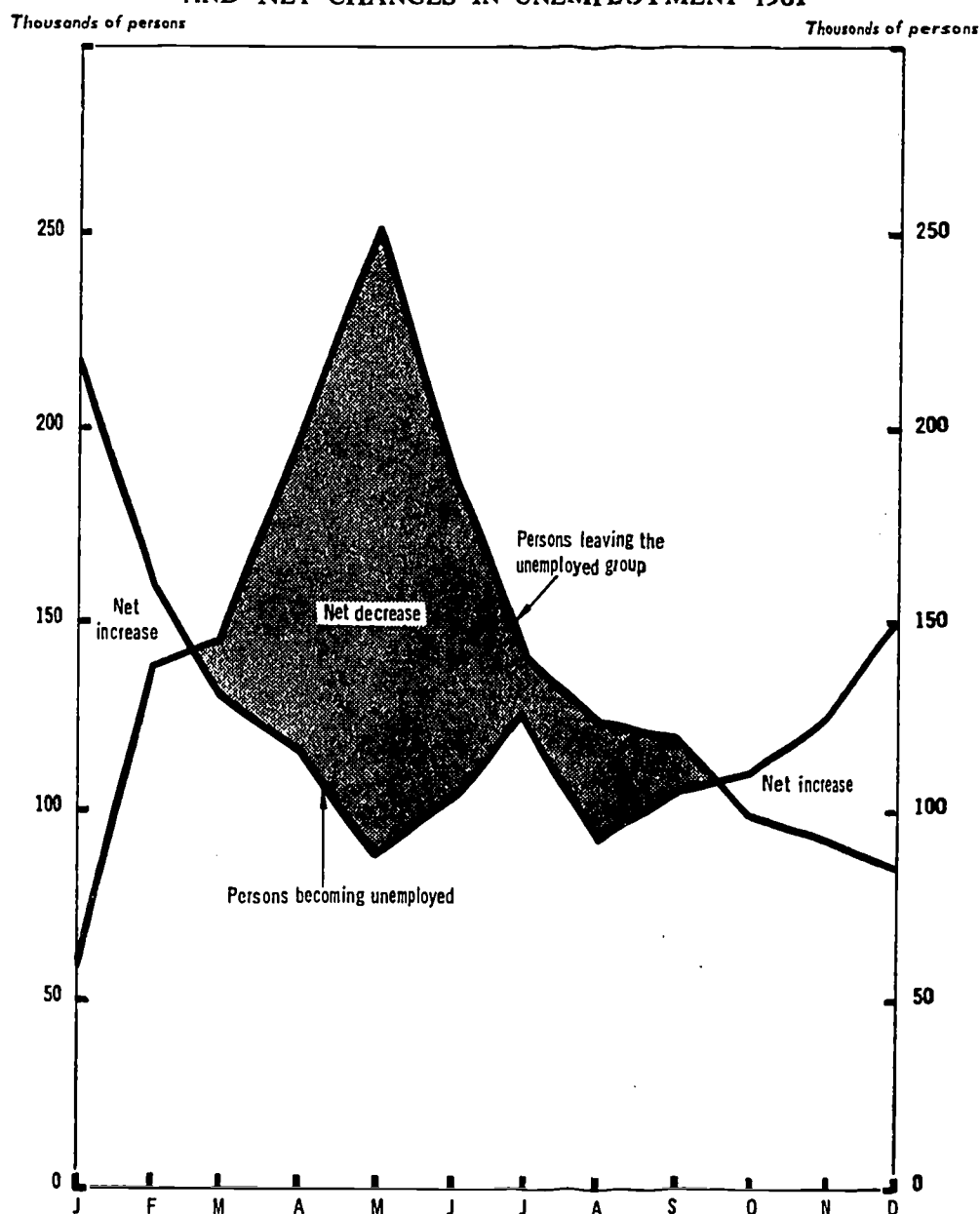
CHARACTERISTICS OF THE UNEMPLOYED

Apart from the rising level of unemployment over the past decade, one of the first points that should be made is that the unemployed do not consist of a more or less unchanging group of people. On the contrary, unemployment consists of workers who change substantially from one month to the next, although the kinds of workers who move into and out of the pool of unemployed tend to bear many similar characteristics.

Chart V shows how significant is the "gross movement" into and out of the unemployed group. In the late winter and early fall, for example, when the net total of unemployment changes to only a small extent, there were in the period covered by the chart opposing movements into and out of unemployment of between 100,000 and 150,000 persons. The importance of these movements can be seen by looking at what happens when unemployment is increasing or falling most rapidly. In January, when unemployment was rising fastest, over 50,000 persons left the unemployed group. On the other hand, in March, when unemployment was declining most rapidly, almost 100,000 persons became unemployed. This Chart then, underlines the fact that the unemployed are to a considerable extent a rapidly changing group. There are still, however, a score of people who, depending on general employment conditions and their personal characteristics, may remain unemployed for lengthy periods of time.

The next few Charts provide a series of "photographs" of the unemployed from various points of view. They show, in terms of the characteristics of the unemployed, the results of many of the trends discussed earlier. Chart VI shows unemployment by industry; that is, it classifies the unemployed according to the last industry in which they were employed. As can be seen, the rates of unemployment are highest for workers in those industries where growth is relatively slow and where seasonal variations are magnified. On the other hand, unemployment rates are relatively low for the fast growing

Chart V. MONTHLY MOVEMENT INTO AND OUT
OF THE UNEMPLOYED GROUP
AND NET CHANGES IN UNEMPLOYMENT 1961

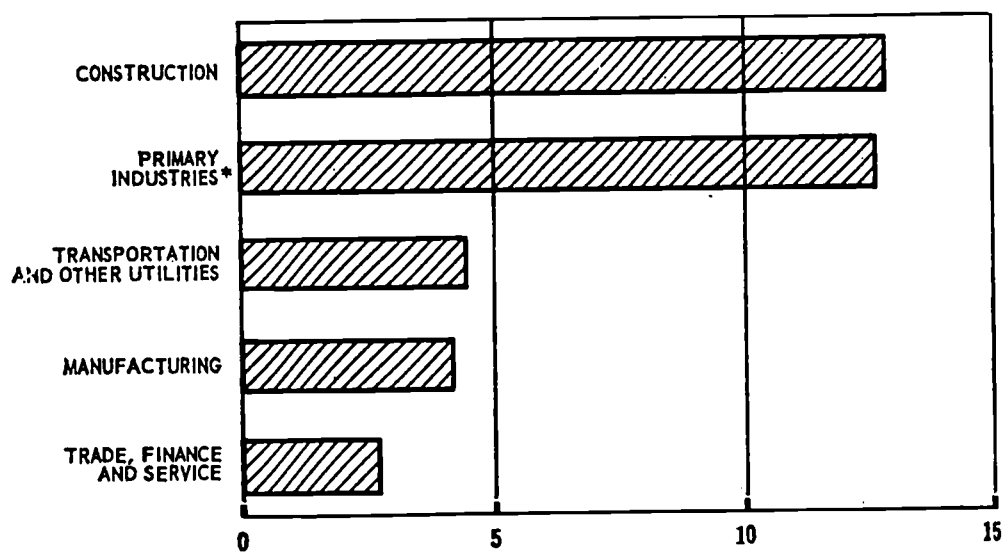


Source: Labour Force Survey, Dominion Bureau of Statistics.

industries of trade, finance and service. In 1964, the overall rate of unemployment averaged 4.7 per cent, or for the whole country, about the same as that shown on the Chart for transportation and other utilities, and for manufacturing.

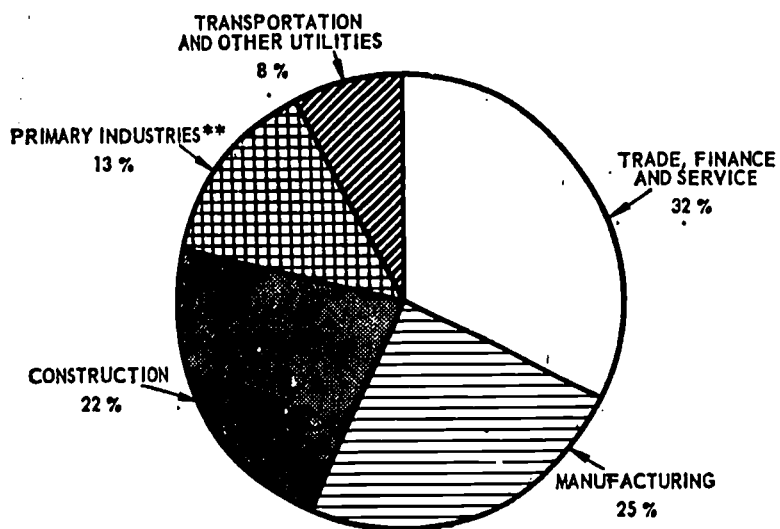
The lower part of this Chart indicates that while rates of unemployment are low in trade, finance, and service, the large size of these industries in terms of employment means that they contribute a sizable number of workers to the total of the unemployed.

**Chart VI. UNEMPLOYMENT RATES
IN SELECTED INDUSTRIES, AVERAGE 1964**
UNEMPLOYED AS A PERCENTAGE OF LABOUR FORCE IN EACH GROUP



* Includes Forestry, Fishing, Trapping, Mining, Quarrying and Oil Wells but excludes Agriculture.

PERCENTAGE DISTRIBUTION OF THE UNEMPLOYED BY INDUSTRY*
AVERAGE 1964



* Persons who have never worked are excluded.

** Includes Agriculture.

Source: Labour Force Survey, Dominion Bureau of Statistics.

In Chart VII, unemployment rates are shown by broad occupational groups. It is clear from this Chart that the incidence of unemployment is highest amongst the manual and primary occupational groups. As can be seen at the bottom of this Chart, these two occupational groups accounted for 70 per cent of all the unemployed in 1964.

Chart VIII shows unemployment rates by age groups for men and women separately. Here we can see that the unemployment rate for men is much higher than that for women, almost double, in fact. This difference reflects the relatively rapid growth of industries employing women and also the tendency of many of them to withdraw from the labour force when their employment terminates. There are two points shown by this Chart which may indicate significant features of the unemployment problem of the future. The first is the high rate of unemployment shown for men and boys under 25 years of age, despite the increasing proportion of those attending school. One of the significant problems of the future may be that of ensuring that these relatively highly educated but inexperienced young people make the transition from school to work with as little unemployment as possible.

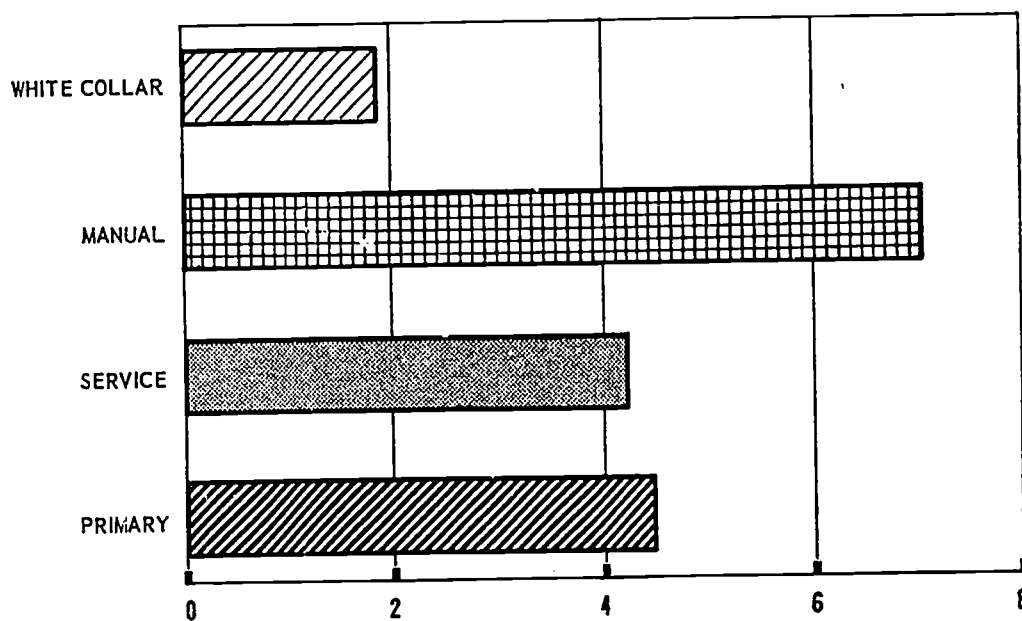
At the other end of the age scale, attention is drawn to the unemployment rate for men who are 45 years of age and over. This segment of the labour force will also be growing relatively rapidly in the years ahead and when they become unemployed these people will find themselves, in many cases, in direct competition with much younger and more highly educated workers. Since the older people who become unemployed will tend to be the least well trained and the least well equipped to fill the needs of an increasingly technologically oriented economy, the winners in this competition are very obvious unless job opportunities are plentiful.

Chart IX shows unemployment by marital status for men and women. Here it is apparent that although the rate of unemployment is relatively low for married people, 45 per cent of the unemployed are married men. It might be added, although it is not charted, that almost half of the unemployed are heads of families. It is also interesting to know that among families unemployment does not often mean a complete loss of income. Apart from unemployment insurance and assistance, family income is frequently maintained by some other member of the family who is working. Quarterly surveys on this aspect of the unemployed show that over one half of families with someone unemployed also had one or more other persons who were employed.

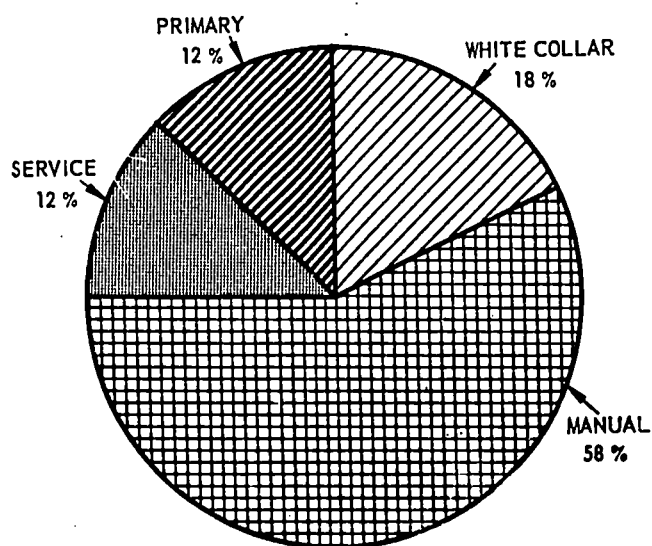
Information on the educational levels of the unemployed is only available for 1960. This is shown in Chart X which indicates that in February of that year, 44 per cent of the unemployed had not finished primary school and over 90 per cent had not finished secondary school. The unemployment rate for those who had not finished primary school was 18 per cent.

Against the factual background of changing labour demand and supply and of unemployment, one can begin to define the nature of the unemployment problem in Canada. First, and in a basic sense, the problem of unemployment is a problem of ensuring that overall economic activity is at a level which provides sufficient job opportunities of a productive kind for all those who want to work. For some periods over the past decade this has not been the case. In this connection, it needs to be remembered that the problem of creating and maintaining a high level of overall demand in an open economy such as that of Canada is a particularly complex and difficult one. Never-

*Chart VII. UNEMPLOYMENT RATES
IN BROAD OCCUPATIONAL GROUPS, AVERAGE 1964*
PERCENTAGE OF LABOUR FORCE UNEMPLOYED



PERCENTAGE DISTRIBUTION OF THE UNEMPLOYED
BY BROAD OCCUPATIONAL GROUPS*
AVERAGE 1964



White collar : Managerial, Professional, Clerical, Commercial, Financial, Communications workers.

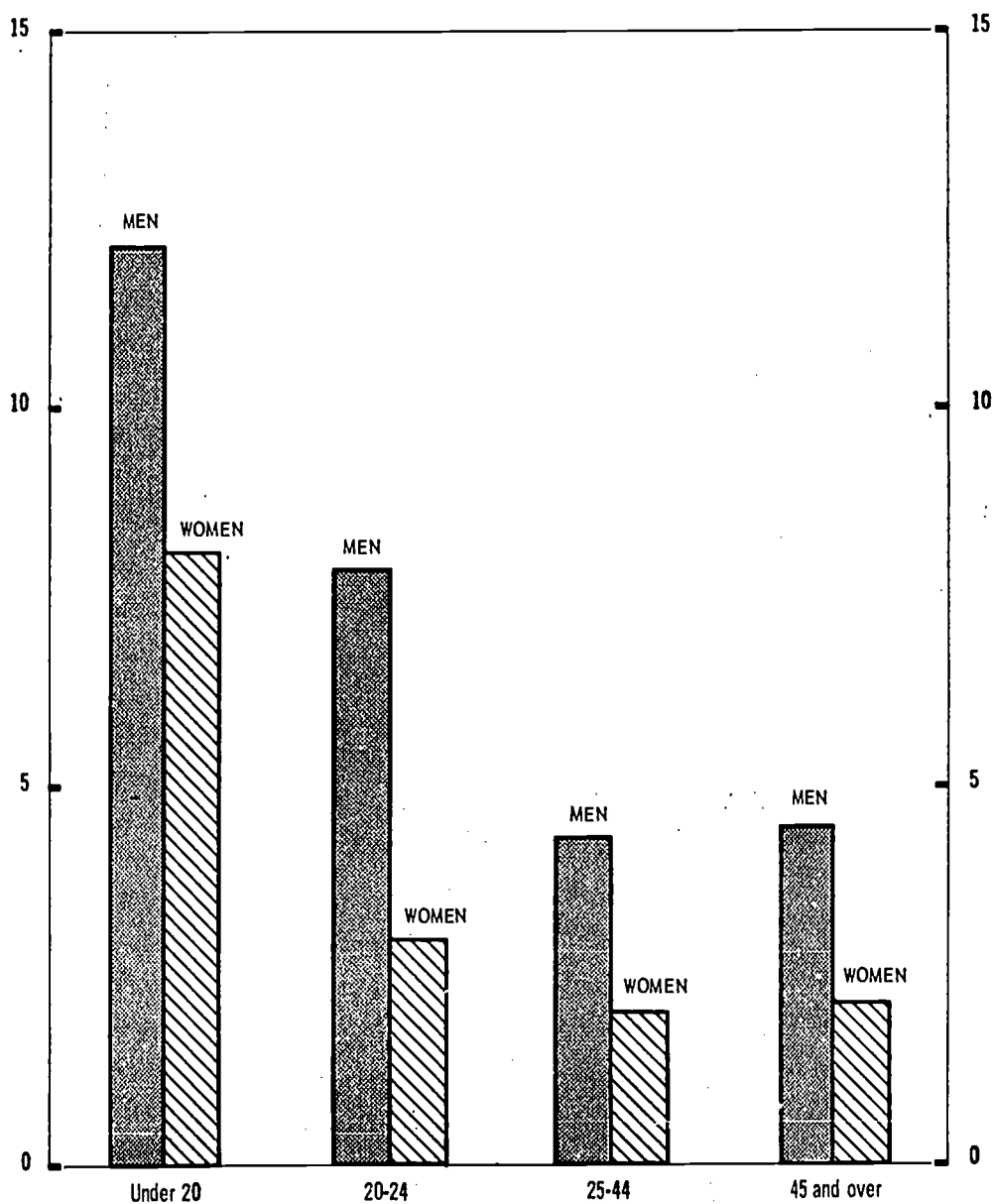
Manual : Manufacturing and Mechanical, Construction, Labourers (except in primary industries) and Transportation workers.

Primary : Agricultural, Forestry and Fishing and mining workers.

* Persons who have never worked are excluded.

Source: Labour Force Survey, Dominion Bureau of Statistics.

**Chart VIII. UNEMPLOYMENT RATES AMONG MEN AND WOMEN
IN SPECIFIED AGE GROUPS
AVERAGE 1964**



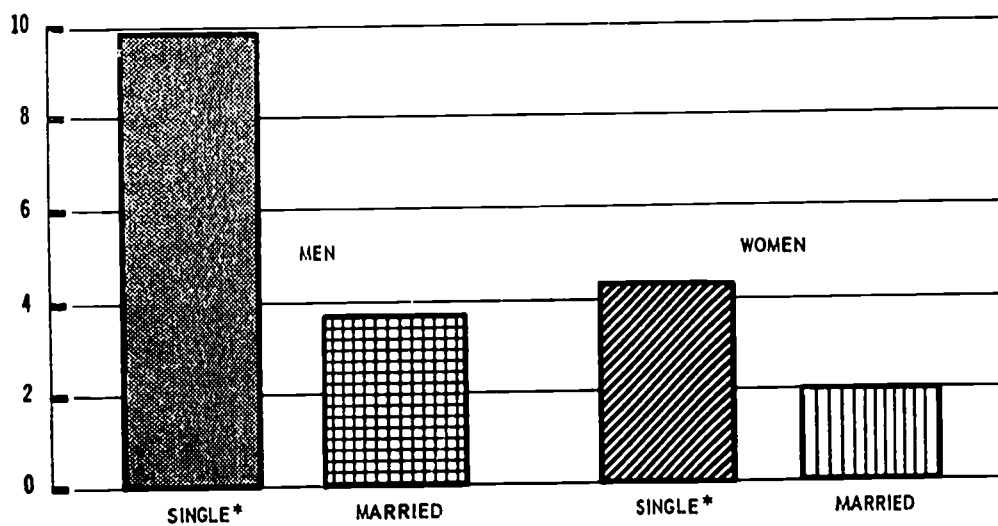
Source: Labour Force Survey, Dominion Bureau of Statistics.

theless, such an objective is a basic requirement for the maintenance of levels of unemployment which are acceptable.

Second, there is the problem of stimulating employment as much as possible in those geographical areas and those times of the year where and when pools of unemployment accumulate. In meeting this problem, it is important to keep in mind the general efficiency of the economy. On occasion, gains in efficiency in a specific industry or undertaking amount to the shifting of certain costs to other sectors of the economy, or to the economy generally,

**Chart IX. UNEMPLOYMENT RATES FOR MEN AND WOMEN
BY MARITAL STATUS**

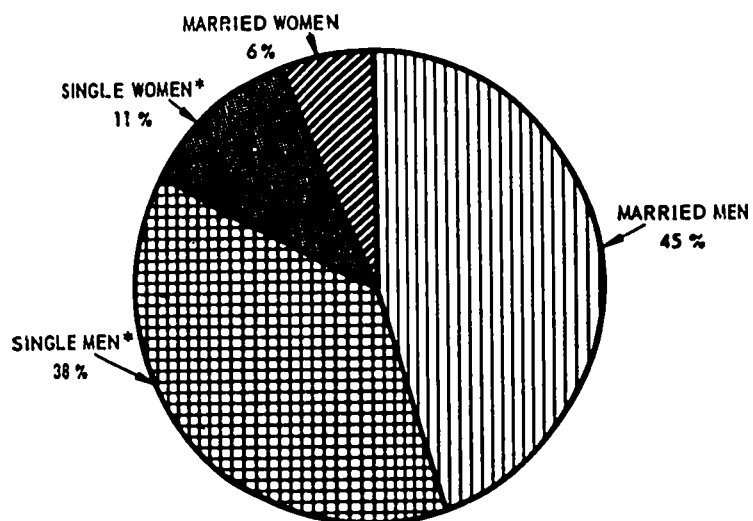
AVERAGE 1964



* Includes widowed and divorced persons.

**PERCENTAGE DISTRIBUTION OF THE UNEMPLOYED
BY MARITAL STATUS AND SEX**

AVERAGE 1964

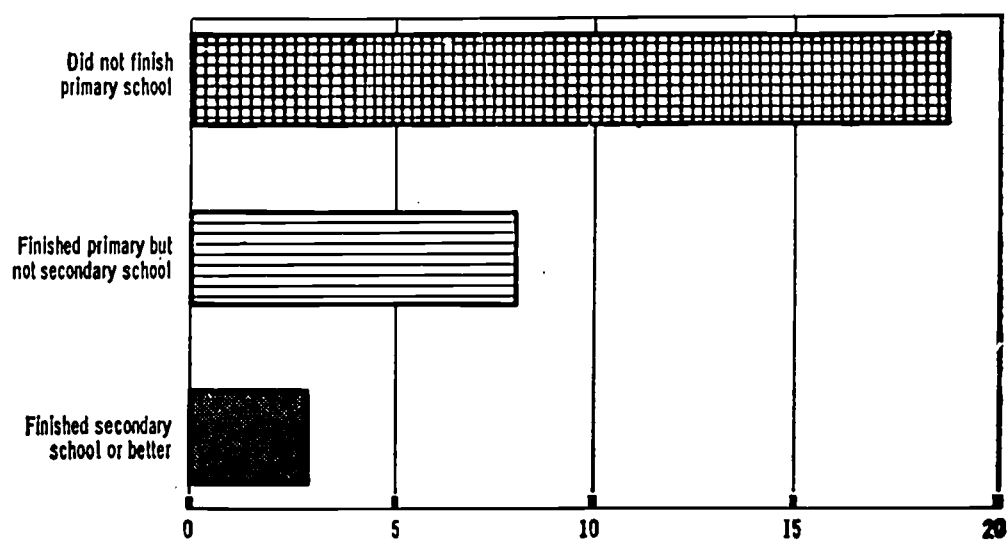


* Includes widowed and divorced persons.

Source: Labour Force Survey, Dominion Bureau of Statistics.

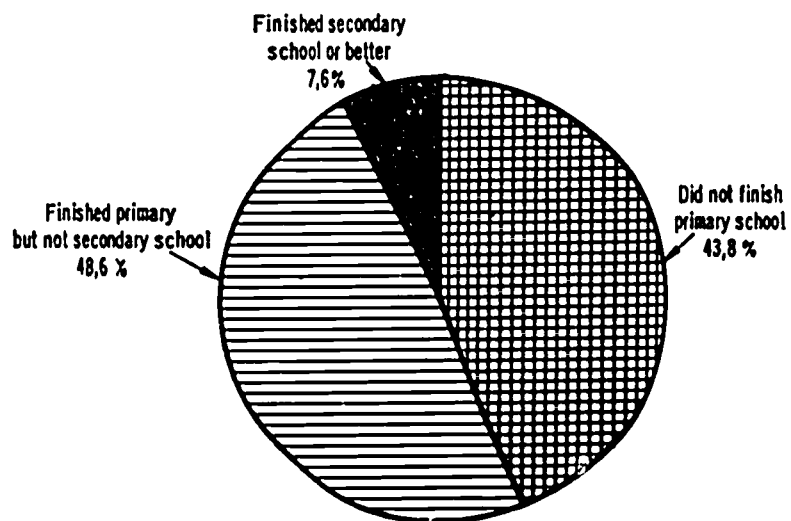
Chart X. UNEMPLOYMENT RATES FOR PEOPLE WITH DIFFERENT LEVELS OF EDUCATION, FEBRUARY 1960

*Percentage of Labour Force Unemployed**



* Does not include persons on temporary layoff with instructions to return to work within thirty days.

PERCENTAGE DISTRIBUTION OF THE UNEMPLOYED ACCORDING TO LEVEL OF EDUCATION* FEBRUARY 1960



* Does not include persons on temporary layoff with instructions to return to work within thirty days.

Source: Labour Force Survey, Dominion Bureau of Statistics.

in a way which may actually increase total costs or, conversely, lower overall efficiency. This, of course, is a very complex question, particularly in situations where foreign competition is a factor, but practices which may be efficient from the point of view of a specific industry or undertaking can also through unemployment impose greater costs on the economy as a whole. There may be at times, therefore, a net advantage in shifting employment to an area or to a season of the year, even though it results in a marginal increase in costs, if the economic and social burden of not doing so, in terms of unemployment, is demonstrably much greater.

Third, the rapidly changing and more demanding nature of the manpower needs of an industrialised and growing economy make it imperative that manpower resources be developed through education and training in a way which will facilitate economic and social growth and development. The preparation of young people for a rapidly changing, technically complex, and highly organised economy and society has become a crucial matter which, if not given serious and continuing attention, can lead to significant labour market imbalances and high levels of structural unemployment, as well as to a wide range of other problems. We are still deficient in our understanding of this problem and of the best methods of meeting it.

Fourth, the continuous pressure to make and apply new discoveries in science, technology, management, administration, and social and economic affairs is constantly making old skills redundant and creating new ones. It becomes imperative, therefore, to step up the means which are available to permit the employed labour force to make the occupational and skill adjustments which such a dynamic situation requires. Advance assessment and planning, retraining, and further training, are key tools for extending the occupational mobility of the labour force and avoiding further contributions to structural unemployment. Again, however, we need to know much more about what these kinds of adjustments really involve in economic, social and personal terms so that improved types of action can be developed.

Finally, regional and local rates of employment growth are bound to differ to some extent from native population expansion, thus rendering geographic mobility of basic and continuing importance. Such mobility, in a segmented and vast country such as Canada, although considerable, has many real obstacles which can hinder it. Labour market policies, however, can help to overcome many of these and so reduce immobilised pools of unemployment by, for example, providing fast and full information on job opportunities and aiding the individual worker to meet the economic and social costs of such movement.

The unemployment problem, then, is a many-sided one, the solution to which, in our economic and social context, involves the stimulation of employment, the development of manpower resources, and aids to the operation of the labour market. The relative importance of these types of action can vary from time to time, with labour market policies becoming particularly important in those periods when the economy moves towards full employment.

The foregoing discussion of the unemployment problem has been in terms of those who have no employment at all. In a broader sense, however, the unemployment problem also includes the problem of under-employment, that is, of those people who are not working to the extent that they want to or those who are in marginal types of employment where productivity and incomes are very low. This is an important aspect of the general problem of under-utilised resources and is particularly important in the case of man-

power because these are wasting resources. If not used, these resources are lost and in due course their productive potential declines.

In the quest for high levels of employment and of productivity, this aspect of the unemployment problem should not be overlooked. Although there are no generally acceptable statistics on the extent of under-employment, it may well be that this problem is several times greater than that of unemployment, at least in terms of the number of people involved. Until recent years, however, there has been a tendency to overlook this aspect of the total problem. In part, this was undoubtedly because so little is known about under-employment, while unemployment is a clear and pressing problem. In future, however, knowledge and action will have to be extended to both problems.

Chapter II

EMPLOYMENT POLICIES

The role of active and effective manpower and employment policies as a means of achieving full employment has been fully recognised in Canada. In June 1964, the Minister of Labour made the Government's policies in these fields explicit. He said that an understanding of manpower and employment policies of the Government of Canada can be approached most usefully in terms of the goals of such policy. He distinguished between employment policy and manpower policy, while recognising that they were highly inter-related and mutually supporting. "The goals of employment policy can be expressed in terms of the achievement of high level, productive and freely chosen employment. High level includes reasonably continuous or sustained employment so that seasonal and cyclical fluctuations in employment are moderated to the extent possible. High level and sustained employment should also apply to all of the regions of Canada. Moreover, these goals of employment policy must be achieved within the context of a viable and competitive economy.

"The goals of manpower policy can be expressed in terms of ensuring the nation's manpower resources are developed effectively so that they will meet the dynamic requirements of growth in the economy, and also meet the needs of each individual for the full development of his potential in human terms".¹

In the main, employment policy operates on the demand side of the labour market, and is concerned basically with the creation of employment opportunities. Government intervention in this field is directed at providing the conditions under which the private sector of our economy will develop a satisfactory rate of employment growth. To the extent that this necessary rate of employment growth cannot be achieved, the Government seeks to fill in the gap through a policy of more directly creating useful employment opportunities.

A major impact of Government policy in this field of employment operates through fiscal and monetary policy, and is directed toward the stimulation of a high rate of long-term economic growth. The more direct employment policies and programmes operate in specific problem areas. In recent years, the latter have been playing an increasingly important role. This has meant that the inter-relations between manpower policies, employment

1. Government Manpower and Employment Policy in Canada. Hon. Allan J. MacEachen, Minister of Labour, Address to Fifteenth Annual Conference at the Industrial Relations Centre, McGill University, Montreal, 8th June, 1964.

policies and the more general economic policies, as well as the policies themselves, are becoming vitally important.

The role of social capital development is an example of the mutual interdependence of economic, employment and manpower policies. Social capital in schools and other training facilities, in transportation and public utilities creates employment. It also has other important effects. In the case of educational institutions, it operates as well on the supply side of the labour market by providing for the long-term development of the nation's manpower resources. Thus, social capital development in an important way is linked to both employment policy and manpower policy. It can also play a role in offsetting cyclical downturns in business activity by bringing forward public construction projects at a time when private investment is slack. In this way, social capital development is a means of helping to implement a policy of maintaining full employment by dampening cyclical, and also seasonal, swings in the economy.

SEASONAL UNEMPLOYMENT

Although there are numerous causes of seasonal variations in employment, the fundamental determinant in Canada is its long, severe winter. Directly, it affects such industries as agriculture, fishing, forestry, food processing, construction, and the tourist trade. It also has significant indirect influences on transportation and other distributive industries and many manufacturing industries. Seasonal fluctuations in the operations of some individual industries occur at different seasons, but the offsetting effects on employment are not great. The industries that have their lowest level of employment between mid-January and mid-March account for about three-quarters of total employment in the country.

As a result of technological developments, seasonal fluctuations have declined considerably over the past several decades. Improved planning and techniques and better machines have increased the number of operations that can be carried on in winter. Technological changes have made it advantageous to transfer certain operations from winter to summer. Seasonal fluctuations in the construction industry have been reduced considerably and the length of the construction season has been increased. As a result of the rapid growth of the industry, however, more workers are affected by the slack season. In agriculture, technological developments have been accompanied by a decline in employment without any significant change in the seasonal pattern.

The amount of unemployment caused by seasonality is not as great as the swings in employment would indicate, because some workers move into other employment during the slack season, while others retire from the labour force during winter months. This is particularly true in agriculture, where summer employment is made up largely of unpaid family workers, students and other part-year workers who do not seek work during the rest of the year. Farm operators and other farm workers in Eastern Canada find employment in logging during the winter. However, this source of winter employment is becoming less important because of mechanisation in the logging industry, and this fact has tended to aggravate the seasonal unemployment problem in this part of the country.

The following table shows the amplitude of seasonal employment in Canada and indicates the number of workers affected in each industry. It will

be noted that construction accounts for about 30 per cent of the total disemployment in Canada. This is why the emphasis of seasonal unemployment programmes is directed at the stimulation of winter construction. Disemployment in agriculture, though somewhat larger than in construction, does not create nearly as much unemployment.

AVERAGE SEASONAL EMPLOYMENT CHANGE CANADA, 1953-1963

	AMPLI- TUDE ¹ %	DISEM- PLOYMENT ² (000's)
All industries	9	586
Agriculture	29	182
Forestry	56	45
Fishing, Trapping	96	24
Mining, Quarrying, Oil Wells	4	4
Manufacturing	5	79
Construction	37	171
Transportation, Storage, Communication	8	37
Public Utilities	9	8
Trade	5	46
Finance, Insurance, Real Estate	2	4
Services ³	1	30

1. Average seasonal index peak — average seasonal index trough.

2. Seasonal amplitude applied to 1963 average employment.

3. Government, community, recreation, business and personal.

Although seasonal unemployment in Canada does not fully reflect the swings in employment, it is nevertheless substantial. On average during the period 1959-1963, unemployment rose from a low of 4.3 per cent of the labour force in the summertime to more than double that rate, 9.3 per cent, at the winter peak. This means that, on average, at least 25,000 more persons were unemployed in winter than in summer. By far the major part of the seasonally unemployed are male workers. Unemployment among women workers rises by only about one-third between summer and winter, because many women who take seasonal jobs during the summer season do not look for work during the winter months.

PROGRAMMES TO COUNTERACT SEASONAL UNEMPLOYMENT

An accelerated programme of research into the amplitude and structure of seasonal employment and unemployment variations was begun in the early 1950s. Several reports based on existing data and special surveys into the causes of seasonal unemployment were prepared¹. The problem

1. *Seasonal Unemployment in Canada*: National Employment Committee, 1954.
Canada's Seasonal Employment Problem: Economics and Research Branch, Department of Labour, 1958.

The Labour Gazette, Index Volume LX, 1960, Seasonal Unemployment in Canada, May 1960, pp. 444-456; Seasonal Unemployment in Canada — 2nd June, 1960, pp. 584-591; Seasonal Unemployment in Canada — 3rd July, 1960, pp. 694-701.

4th Session, 24th Parliament, 1960-1961, The Senate of Canada, Proceedings of the Special Committee of the Senate on Manpower and Employment, No. 16, 2nd March, 1961.

was examined by a National Winter Employment Conference in 1958 and by a Special Committee of the Senate as part of its overall study on Manpower and Employment in 1960-1961. The resulting recommendations, together with the continuing policy recommendations of the Department of Labour, are incorporated in the Government's winter employment programmes.

The oldest winter employment programme has come to be commonly known as the "Do It Now" campaign. It is a promotional effort designed to encourage employers and the general public to increase winter employment by carrying out renovations, repairs, etc, during the winter months, and by timing their purchases so as to provide maximum winter employment. This campaign has been particularly successful in increasing employment in the home improvement and related sectors of the economy. The advertising programme, supported by over 200 winter employment committees formed under the aegis of the National Employment Service, begins each fall and continues throughout the winter months.

Within the Federal Government, all departments and agencies are under instructions to arrange their expenditure programmes so as to create maximum winter employment. Plans and specifications, tender calls and contract awards for construction are timed to help maintain as high a winter employment as possible for the construction trades. Alterations, repairs and maintenance of buildings, housing and equipment owned by the Federal Government are also carried out as far as is practicable during the winter months. Procurement of supplies and materials is also arranged where practicable so as to create maximum winter employment.

THE MUNICIPAL WINTER WORKS INCENTIVE PROGRAMME

A Municipal Winter Works Incentive Programme was announced by the Canadian Government in 1958. Under this programme the Government offered, as an incentive to winter construction, to share the cost of certain municipal projects that are not normally undertaken in winter. The Government offered to pay 50 per cent of direct payroll costs during the period of the programme. Approved projects fall into the following categories :

1. construction or major reconstruction of streets, side-walks, roads (other than arterial roads);
2. construction and major reconstruction of water, sewage and storm sewage facilities (not including buildings);
3. the construction and development of municipal parks and playgrounds (not including school playgrounds). The programme got under way in 1958-1959 and there has been a programme in each subsequent winter.

All of the provinces, as well as the Yukon and Northwest Territories and a number of Indian Bands, have participated in the programme, and most of the provinces provide a supplement to the federal contribution as a further incentive to municipalities. In the 1962-1963 programme, for instance, Prince Edward Island, Ontario, Saskatchewan, Alberta and British Columbia contributed 25 per cent of direct payroll costs; Quebec contributed 40 per cent of direct payroll costs. British Columbia contributed an additional 25 per cent in respect of wages paid to persons employed under the programme who had been receiving welfare assistance for a specified period; Manitoba 25 per cent of direct payroll costs in respect of unemployed persons not entitled to unemployment insurance who were employed on accepted projects, and 50 per cent in respect of persons who had been getting social

allowances for a specified period before they were employed under the programme.

In the Winter of 1963-1964, a number of changes were made to increase the effectiveness of the programme. The ceiling on the federal incentive payment for buildings and major renovations was raised from \$ 50,000 to \$ 100,000 in order to help municipalities to plan the inclusion of larger buildings in the programme. The period during which the programme was operative was shortened from 7 1/2 months to 6 months (1st November to 30th April inclusive) in order to concentrate activity in the months of highest seasonal unemployment.

The Government also designated 45 areas of exceptionally heavy winter unemployment which are eligible to receive special assistance, consisting of

- a) special federal winter construction programmes;
- b) an increase in the incentive payment from 50 per cent to 60 per cent of payroll expenditure on approved winter works projects.

The number of municipalities participating in the programme has increased from 647, when the programme was inaugurated in 1958-1959, to 2,757 in 1963-1964. The number of man-days work provided increased from just over one million in 1958-1959 to almost seven million in 1963-1964.

THE WINTER HOUSE BUILDING INCENTIVE PROGRAMME

The Winter House Building Incentive Programme was introduced in 1963. Under the programme, the Federal Government provided through the Department of Labour a direct payment of \$ 500 in cash to the owner-builder or the first purchaser of a house on which the major part of the construction was completed during the period from 1st December to 31st March. The \$ 500 payment applies to single houses, and to each unit in multiple residential buildings of not more than four units, built solely for year-round residential use within the above-mentioned specified time limits. A four-unit building, for example, qualified for an incentive payment of \$ 2,000.

The recipient of a cash payment for eligible house construction projects can use the money as he wishes. Payment of the incentive will be made to a person who has an eligible housing unit built by a contractor, builds it himself or acts as his own contractor, or is the first purchaser of an eligible house built by a merchant builder.

To be eligible under the programme this year, a house must be built between 15th November, 1964 and 31st March, 1965. Construction may proceed to the first-floor joist stage before 15th November, and outside painting, walks, driveways and landscaping may be completed after 31st March.

This programme, in terms of employment result per dollar of Government expenditure, has been the most effective of the Federal Government's winter employment programmes. During the Winter of 1963-1964, the Government spent some \$ 14 million through the payment of bonuses to winter housing purchasers. This expenditure has had a leverage effect on the timing of some \$ 568 million of housing which has influenced the timing of an estimated 90,000 on-site jobs and 115,000 off-site jobs, or a total of 205,000 jobs for the four months of the programme. Thus, for a relatively small expenditure of public funds, it has substantially reduced the volume of winter unemployment. To influence seasonality effectively, the programme has to act by shifting activity from summer to winter. From the evidence now avail-

able, it appears that the incentive programme has in fact worked largely in this fashion.

It should be noted that the programme does not cover engineering construction, or non-residential building generally. Within the residential field, apartment buildings were excluded, as was repair and renovation of all types. Thus, the housing activity that is covered by the programme accounts for only a small proportion — perhaps one-quarter — of total construction activity. It is this part of the construction industry, however, that has traditionally shown the greatest employment decline in the winter months. In terms of reducing the number of seasonally unemployed, a cutting down of the seasonal swing in this sector gives the largest returns.

In the long run, when the construction and allied industries have adjusted to the new situation, it is to be hoped that gains of greater and lasting importance will be realised. The efficiency of the housing industry may be expected to increase if year-round work becomes the rule. The reduction of seasonal fluctuation will hasten the day when steady attachments between employer and employee in this industry become general. The development of such attachments is considered to be most important because it will help provide an environment where unskilled can gain a semi-skilled or skilled status as the natural consequence of being employed.

PROMOTION OF REGIONAL AND AREA EXPANSION

One consequence of Canada's extensive geography has been a continuing preoccupation with the relative prosperity of its various parts. Traditionally, government policy has been to foster a balanced regional growth and to compensate sections of the country for certain disadvantages, e.g., those arising from long distances to markets. Some of the most important legislative measures of the past have been designed to achieve this objective.

In the post-war period, and particularly since 1957, concern for lagging areas has increased, for two reasons. First, the sharp rise in unemployment that occurred in 1958 made the long-term weaknesses and income disparities of particular areas and regions more obvious. Secondly, industrial change has proceeded more rapidly than in the past, and as usual its impact has been uneven. The rise in activity that occurred after 1961 has left many pockets of high unemployment, under-employment and slow growth.

The foregoing table illustrates the regional distribution of unemployment and the disparity in unemployment rates. It will be noted that the incidence

REGIONAL UNEMPLOYMENT AVERAGE, 1964

	NUMBER (000)	PER CENT OF LABOUR FORCE %	DISTRI- BUTION %
CANADA	325	4.7	100.0
Atlantic	48	7.8	14.8
Quebec	123	6.3	38.0
Ontario	83	3.3	25.6
Prairie	36	3.0	11.1
Pacific	34	5.3	10.5

of unemployment in the Atlantic region is almost twice that of the national average, and 2 1/2 times that of the Ontario and Prairie regions. As can be imagined, the margin is much greater in some specific local areas of the Atlantic provinces. Moreover, the magnitude of unemployment in such regions as the Atlantic provinces may be understated by the unemployment estimate, because of the tendency on the part of unemployed to withdraw from the labour force when there is little or no prospect of getting a job. It is significant that the Atlantic region has by far the lowest participation rate for males in the prime labour force age groups, i.e., ages 25 to 55. While, to some extent, this phenomenon may be related to other broad social characteristics of the region, it seems likely that an important cause is the general lack of job opportunities.

The growth of employment in the Atlantic region has been much below that in the remainder of Canada. Between 1953 and 1963, the trend rate of growth of non-agricultural employment in the Atlantic region was much lower than that recorded elsewhere.

ANNUAL RATE OF GROWTH
OF NON-AGRICULTURAL EMPLOYMENT 1953-63

REGION	NON-AGRI- CULTURAL EMPLOYMENT ANNUAL GROWTH RATE 1953-1963
	%
Atlantic	1.7
Quebec	2.5
Ontario	2.7
Prairie	4.0
British Columbia	2.9

The Atlantic economy has shared a characteristic common to many areas of poverty and high unemployment rates in North America: its economy has traditionally been geared to a resource base which has either eroded away or suffered from relative demand stagnation. At the same time, the expansion in secondary manufacturing and in services, while far from negligible, has not been sufficient to offset the heavy declines in the essentially resource-based industries and to provide sufficient growth to accommodate the natural increase in the labour force.

This decline in the resource-based industries has been particularly important in an area which had a disproportionately large share of its employment in those industries. In 1911, 162,000 of a total Maritime labour force of 323,000 (50 per cent) were in primary industry occupations. In the remainder of Canada, 38 per cent were in the primary occupations. The decline of primary industry occupations in the Maritimes from 162,000 down to 69,000 over the period from 1911 to 1961 has been a substantial offset to the increase from 161,000 to 381,000 in the non-primary occupations.

The greater decline of the primary industry occupations in the Maritime region has been of great significance to the Maritimes labour force. The table below illustrates the relative importance of the decline in primary industry occupations in the Maritime region and in the remainder of Canada over the period from 1911 to 1961.

**PRIMARY INDUSTRY OCCUPATION CHANGE
AS A PERCENTAGE OF LABOUR FORCE**

PERIOD	MARITIME PROVINCES %	REST OF CANADA %
1911-1921	— 3.4	3.5
1921-1931	— 1.6	4.8
1931-1941	— 0.2	0.3
1941-1951	— 8.9	— 6.0
1951-1961	— 10.3	— 3.3

NOTE : Newfoundland not included.

As the table shows, the decline of the primary industry occupations has been of particular importance to the Maritime region over the past decade. This decline is typical of the entire Atlantic region as the table below demonstrates.

INDUSTRIAL LABOUR FORCE CHANGES, 1951-1961

	PRIMARY INDUSTRIES		DEFENCE SERVICES		NON-PRIMARY NON-DEFENCE	
	ATLANTIC (‘000)	REST OF CANADA (‘000)	ATLANTIC (‘000)	REST OF CANADA (‘000)	ATLANTIC (‘000)	REST OF CANADA (‘000)
1951	154	957	20	81	356	3,718
1961	95	809	41	130	426	4,958
Change	— 59	— 148	21	49	70	1,240
Percentage Change ..	— 38	— 15	105	60	20	33

Does not include the Yukon or Northwest Territories.

In the last decade the decline in the primary industries has had a particularly marked effect on the entire Atlantic region. To some degree this has been offset by a considerable expansion of the federal defence services in the region. It is worth noting, however, that expansion in the non-primary, non-defence segment has proceeded at a somewhat lower rate than in the remainder of Canada.

Although the great decline of the primary industries has undoubtedly been one of the most significant factors in the stagnation of the Atlantic region, it would be unwise to adopt it as the sole explanation. Growth rates in non-primary industries in other areas have in general been higher than in the Atlantic region. This slower growth in the secondary manufacturing and service areas provides a considerable part of the explanation for the relative stagnation in the region.

Since 1960, attempts have been made to influence the geographic location of industry in Canada through tax incentives. Two programmes have been initiated successively, and a revision of the second programme is now in progress. In each instance the statements of the Ministers most concerned have made it clear that the aim should be to bring jobs to local areas of high, chronic unemployment and slow economic growth. The objective of the programmes has therefore been to provide employment for immobile unem-

played workers. To reach this objective it is necessary to bring jobs to within commuting distance of workers in the most serious pockets of unemployment. This is not to say that policies of labour mobility are not important, for they too must play a role in helping to move the more mobile of the unemployed to areas of greater employment opportunity. However, no matter how successful policies to stimulate labour mobility are, there will always be a significant residual of workers for whom programmes of labour mobility will not provide a realistic means of securing employment, and for whom jobs must be created in their local area.

Experience in Canada indicates that employment expansion in so-called "growth points" does not provide employment or income for unemployed workers in outlying areas far removed from these centres. This is particularly relevant in Canada, where distances between centres of any significant size are sometimes very great. Research on problem areas of high unemployment has generally shown that in areas of declining job opportunities there is a substantial core of workers who are unable or unwilling to move. There have been several instances in the past of groups of workers that have transferred from such areas to other parts of the same province only to return to their homes, and to unemployment, within relatively short periods of time. This core of immobility may be obscured by high overall rates of out-migration. A closer examination reveals, however, that the bulk of migrants are young adults. Migration rates in the over 35 group, where unemployment rates are the highest, have been quite low. Canada's present area designation programme is designed to assist this group of unemployed.

Legislation to encourage the movement of industry into labour surplus areas was first enacted in 1960 under the Special Capital Cost Allowances Programme. Under this programme, a firm could claim in the first taxation year of commercial operations, double the normal depreciation allowance it had acquired in a designated surplus manpower area, provided the assets were used in the manufacture of products that were new to the area. The areas in which these benefits were applicable were designated on recommendation of the Department of Labour after application had been made by municipal authorities, and investigation revealed that the area met certain established criteria. In 1963 a new programme was announced and an Area Development Agency was set up within a newly established Department of Industry to work in co-operation with other federal agencies, provincial and municipal authorities and with the industrial and commercial interests in relation to designated areas. A total of 35 areas were selected, in which new processing firms were given enlarged tax benefits. The areas were designated on the basis of objective criteria designed to select areas in which unemployment was relatively high, and in which employment had increased at less than half the national average over the long term. The criteria also made provision for taking into account areas in which a severe employment dislocation over a relatively short period had occurred. The geographic basis for the selection of areas was the area served by local offices of the National Employment Service.

Benefits accruing to manufacturing and processing enterprises located in designated areas included important tax concessions;

1. certified new enterprises were exempt from corporation income tax during the three-year period following the start of commercial operations;
2. the rate at which new enterprises were allowed to write off capital invested in building, machinery and equipment was accelerated. A rate

of 50 per cent on a " straight-line " basis is permitted in calculating the allowance on new machinery and equipment, compared to a normal rate of 20 per cent on a diminishing balance basis. Under the programme, new buildings acquired in such designated areas now qualify for accelerated capital cost allowances at the rate of 20 per cent per year on a straightline basis. This compares with a normal rate of 5 per cent on a diminishing balance basis for most buildings. Manufacturing and processing enterprises, moreover, can postpone these accelerated allowances until their three-year income tax exemption has run its course.

Because of its overall responsibilities in the field of employment and unemployment, the Department of Labour has been assigned the responsibility for the designation of areas under the programme. In the fall of 1963, 35 of the 200-odd local areas served by offices of the National Employment Service were designated as development areas, with some 8.5 per cent of the Canadian labour force living within the boundaries of the designated areas. Provisions were made for a regular annual review of all areas in order to determine which areas might later qualify and which might cease to qualify because of changing patterns of economic growth.

From the inception of the programme in late 1963 to mid-February 1965, a total of 218 firms had signified their intention of establishing facilities in 26 of the 35 designated areas in such a manner as to benefit from the Federal Tax Incentive Programme. These 218 projects represent a total planned investment of about \$ 500 million and an estimated total employment of 16,600 persons.

By comparison, the former Special Capital Cost Allowances Programme had been less successful, and only industries making intensive use of capital had located in the surplus labour areas as a result of the programme. Over a period of more than three years, only 30 projects had been realised, involving plant and machinery assets worth some \$ 130 million and providing direct employment to only 3,700 workers at the production stage¹.

As mentioned in other sections of this report, the Government of Canada also helps to improve the social infra-structure of these areas by paying a portion of the cost of needed municipal works through the priority given to its own construction projects in these areas, and through the activities of the Municipal Development and Loan Board and the Atlantic Development Board.

In spite of its success in bringing jobs to many of the designated areas, an examination of the area designation criteria and the location of jobs created by the programme has revealed a number of shortcomings. The most significant limitation of the present statistical criteria for area designation is that they do not take into account under-employment, which is the principal kind of under-utilisation of manpower in many areas of Canada. The development of objective criteria to use in designating areas of high unemployment, high under-employment and slow growth is now in progress (March 1965). Additional refinements to industrial incentives are also being developed in order to make them more effective. Assessment of the programme has also revealed that by and large the jobs provided have not been in areas suffering from the heaviest unemployment, and even in those areas that have benefited

1. It is significant that the Capital Cost Allowances Programme, which subsidised more heavily the more capital intensive industries, resulted in more heavily capital intensive industries being established than did the present programme.

under the programme, there are significant numbers of unemployed still remaining. It is apparent, in fact, that an enlarged programme of assistance to the movement and training of workers in designated areas is necessary to deal successfully with the area unemployment problem.

OTHER PROGRAMMES OF EMPLOYMENT AND ECONOMIC EXPANSION

This Chapter has been mainly concerned with government programmes designed to influence by direct means the creation of employment opportunities. It should be stressed, however, that the major impact of government policy on employment is an indirect one derived through fiscal, monetary and trade expansion measures. It is principally policies of these kinds that achieve not only full employment, but the equally important goals of stable prices and equitable income distribution.

In seeking to attain these objectives in an orderly way, the government has established a number of specialised agencies. The most important of these is the Economic Council of Canada. The Council, which was established in 1963, replaced the National Productivity Council which had been set up three years earlier. The Council issued its first report at the end of 1964¹, in which it concentrated on a review of medium-and long-term prospects and problems in Canada. The review establishes a series of economic objectives to 1970 based on the estimated growth of population and productivity. It outlines some of the major problems in achieving these goals and the guiding principles for policy.

Other agencies have been established in recent years to meet specific employment problems. The Agricultural Rehabilitation and Development Administration was set up in 1961 to implement a long-term programme of bringing higher levels of prosperity to the less favoured rural areas of Canada. The three main objectives of the programme are:

1. to find alternative uses for agricultural lands that are marginal or of low productivity;
2. to develop and conserve soil and water resources; and
3. to promote the development of prosperous rural communities.

As a result of the programme, lands on which a subsistence type of farming was practised until now are being reforested, turned into community pastures or into recreation areas for tourists. Other marginal farming areas are being taken over by ARDA for drainage or tree planting to prevent soil erosion. Although little money has been spent so far on human resources, it is planned that workers leaving the areas will be trained adequately for new urban occupations and that those who remain will be trained to carry out a more intensive type of farming.

The Atlantic Development Board was established in 1962 for the purpose of promoting programmes and projects to foster the economic growth and development of the Atlantic region of Canada. For this purpose it was provided with a fund of \$ 100 million. The Board's activities fall into two main fields. The first includes studies or surveys financed from the Board's annual appropriation. The second involves the use of the capital funds, and in this respect, the Board has decided that priority should be given to projects intended to achieve long-term improvement in basic facilities in the Atlantic region.

1. *Economic Goals for Canada to 1970*, First Annual Review, Economic Council of Canada, December 1964.

In particular, it has concluded that power and transportation facilities are generally inadequate and call for special attention. It has recommended, and the government has approved, two major expenditures for hydro-electric projects and other commitments have been made for the purpose of improving highways in the provinces. In addition to these major expenditures, a number of smaller grants have been made from the fund to assist in the provision of basic facilities needed for industries of the Atlantic region. A number of economic and engineering feasibility studies have also been initiated.

The Municipal Development and Loan Board was set up in 1963 to promote increased employment in Canada by financial assistance by way of loans to municipalities, to enable them to augment or accelerate municipal capital works programmes. Loans may either be made to the provinces or, with the approval of the province, directly to the municipality. In order to accelerate the development of municipal infrastructure, the Act provides that if a municipal project, undertaken by means of a loan from the Board, is completed before the end of the 1966 fiscal year, the Board shall forgive payment of 25 per cent of the principal of the loan made. For projects completed after that date the Board shall forgive payment of 25 per cent of the loan. The amount that may be borrowed by a municipality on any project may be up to two-thirds of the cost of the project, and the municipality has the advantage of borrowing money at a lower rate of interest than is likely to be attainable in the market. The total sum at the disposal of the Board is \$ 400 million and provinces may borrow up to the proportion of this sum which is represented by the province's percentage of the Canadian population.

Chapter III

MANPOWER POLICIES

Manpower policy, unlike employment policy, is basically directed at the supply side of the labour market. One major emphasis of Canada's manpower policy is on facilitating the process of economic growth through the development of Canada's manpower resources to meet the changing needs of the economy. A second emphasis of policy is directed toward increasing efficiency in the use of manpower resources by ensuring that the labour market functions as effectively as possible.

VOCATIONAL AND TECHNICAL TRAINING OF YOUTH

The rapid growth of the labour force in the last few years will accelerate during the next five or six years. This prospect underlines the importance of adequately preparing young people to adjust to the needs of an economy characterised by an ever-changing technology and by major employment shifts.

The number of young persons entering the school system and then into the labour market over the decade 1961-1971 will increase by about one and a half million, as compared with an increase of only one-third of that over the previous decade. Preparation of these young people to develop their full potential, and at the same time to meet the needs of the economy, is a basic form of both economic and social investment. It is an integral part of the process of economic growth and employment creation. A well-trained and adaptable labour force is not only a necessary element of the growth process, but also plays a significant role in stimulating economic growth itself.

One of the major concerns of recent years has been the development of short-run imbalances in the supply and demand for labour. These imbalances are manifested in recurring shortages of particular skills in parts of the country along with recurring heavy surpluses of labour, particularly among the unskilled. They have been the result of the shifting structure of demand for different occupations combined with a serious lagging rate of response to these changes.

Another matter of concern is that in the post-war period a large number — 110,000 of 280,000 — of the skilled workers added to the labour force were immigrants. This heavy dependence on immigrant skill, particularly in the period from 1946 to 1956, tended to mask the slow development of labour force skills among the native-born population. As noted elsewhere, there has been a substantial decline in the level of immigration during the past several years. This decline, in conjunction with a continuing emigration of skilled, technical and professional workers, has brought about an increased awareness of the inadequacy of facilities for vocational training.

A recognition of all these factors culminated in the Technical and Vocational Training Assistance Act of December 1960, which altered decisively the course of technical and vocational training in Canada. Essentially, the new legislation provides for greatly expanded assistance to the provinces to allow them more effectively to meet Canada's urgent need to train both the youth and adult population.

The federal Department of Labour, which is charged with the implementation of the Act, co-operates with the provincial government Departments of Education and Labour, employers, employers' organisations, organised labour, federal government departments and agencies, including crown corporations and the armed services, in the promotion, organisation and development of all types of public training programmes deemed necessary to prepare persons for employment, or to upgrade workers in their present occupations.

As the table below demonstrates, the bulk of the federal share of the programme consists of grants towards the capital cost of the new facilities provided by the provinces. Since education in Canada falls within the jurisdiction of the provinces¹, it is they who operate the technical and vocational schools and programmes.

FEDERAL GRANTS TO PROVINCES FOR TECHNICAL AND VOCATIONAL TRAINING

Million dollars.

FISCAL YEAR	CAPITAL	OPERATING
1961-1962	18	18
1962-1963	180	28
1963-1964	102	34

The Technical and Vocational Training Assistance Act of 1960 did away with the limit on federal contributions and raised the contribution rate to 75 per cent until 31st March, 1963, and 50 per cent thereafter. As a result of this change, and of the increasing importance of training to both individual and social welfare, the programme underwent considerable expansion.

In December 1963, the legislation was amended to extend the period during which the Federal Government would share costs at the 75 per cent rate until the federal contribution has reached \$ 480 per person in the province in the 15-19 age group, as recorded in the 1961 Census. Thereafter, until the agreements expire in 1967, the federal contribution will revert to the 50 per cent rate. The impact of the changes in the legislation on federal capital grants has been very great. Since the extension of the 75 per cent sharing arrangement in December 1963, the pace of the programme has re-accelerated.

Under the legislation in the federal-provincial agreements, the provinces determine the nature, location, and extent of the new facilities to be constructed. Up to the end of 1964, a total of 652 capital projects with an aggregate value of \$ 684 million had been approved, entailing a total federal contribution of \$ 411 million.

The result of the capital expenditure programme has been an increase from 108,000 student places for technical and vocational training in 1960

1. The organisation of education in Canada is described in the Appendix.

to nearly 300,000 at the end of 1964. It is estimated, however, that by 1970 about 500,000 places will be required.

The Federal Government makes grants to the provinces toward the cost of operating vocational high school classes. The total amount of the grant is limited to \$ 15 million over a six-year period and, for any province, may be up to 50 per cent of provincial operating costs. The 1963-1964 contribution was somewhat under \$ 3 million toward the cost of training 164,000 students¹.

There has been a persistent shortage of persons in many technically trained occupations at the post-high school level, and the Federal Government makes contributions toward the provincial operating costs of programmes designed to increase their numbers. During the past fiscal year, the Federal Government contributed about \$ 7 million towards the cost of training nearly 14,000 technicians.

THE TRAINING OF ADULT MANPOWER

The increasing rate of change in the requirements of technology and shifting industrial patterns has created an urgent need for the development of training programmes for adult employed manpower. Today's fast-paced technological developments mean that a worker must acquire more sophisticated technical skills, which can only be developed on a broader and deeper general educational background than adult workers typically have. To an increasing degree, today's workers must adapt to changed occupations, to a changed industry, to a new community — and sometimes to all three. Adaptability is the basic requirement of the present and future labour force.

It is against this background that policies directed toward the training of employed workers have been developed in co-operation with provincial governments and industry. The result has been a series of federal -provincial programmes in specific training and retraining fields. One of these is a programme of trade and occupational training for those who have left the secondary schools. The basic aim of this programme is to provide pre-employment, upgrading and retraining courses for adults. Full-time day courses in more than 80 occupations are provided and a substantial number of evening programmes are carried on. The Federal Government contributed over \$ 10 million towards the cost of training some 27,000 persons who enrolled during the past fiscal year.

When a worker becomes unemployed because of technological change, it is important that his knowledge and skills be assessed as soon as possible to determine if further training or retraining would improve his ability to compete in the labour market. Several years ago, the Canadian Government embarked on a comprehensive programme to train and retrain unemployed workers. Under this programme, provincial governments provide a wide range of general educational and occupational courses of varying length and time. The types and lengths of courses are usually determined by immediate or anticipated needs for different kinds of trained workers in the community in which training is being given or in other communities where labour shortages exist. Training may be given, however, even in occupations where opportunities for immediate employment are not apparent.

These courses are open to people 16 years of age and over who are registered for employment with the National Employment Service. Such persons

1. The 164,000 total does not include those in Quebec.

may be workers who have no particular skills and wish to better themselves. They may be persons whose skills are no longer required because of changes in industry. They may be workers who require refresher courses or need to be brought up to date on new methods in their trade. They may be persons who wish to enter entirely new lines of work.

The training programme for unemployed workers, therefore, is a comprehensive one. There are no fees charged for those accepted for training in these courses. In addition, should an unemployed worker be entitled to receive unemployment insurance benefits, he may continue to receive these benefits while being trained. As well, training allowances may be paid to those unemployed workers taking training who are not in receipt of unemployment insurance benefits. Allowances may also be paid as a supplement to unemployment insurance benefits.

The number of unemployed workers being trained in this programme has multiplied many times over recent years. The length of training is normally about six months, although some courses may take as long as 12 months. In the past year, almost 50,000 persons took part in training courses. Basic educational training, a prerequisite for many types of skill development, was given to 16,000 of those registered. Vocational training was provided in 115 occupations in 300 centres across the country.

This programme cannot be expected to absorb all of the unemployed. For example, persons who expect shortly to be re-employed may not wish to enter training programmes, while others may not be in a position to benefit from the programme. It is apparent, nevertheless, that there is room for some further expansion of this programme.

A federal-provincial programme of training in co-operation with industry is designed to stimulate in-plant training, retraining and upgrading. A recent amendment to the Technical and Vocational Training Assistance Act has raised the Federal Government contribution under this programme to 75 per cent of the costs of basic training (e.g., mathematics, science), apprenticeship or retraining of those otherwise displaced by technological or other industrial change. For other types of training under this programme, the federal contribution is 50 per cent of the training costs. The Federal Government also shares equally with the governments of nine provinces the cost of training programmes for apprentices. The number of apprentices registered in these provinces has grown from 20,300 in 1960-61 to 23,200 in 1963-64. The number of persons enrolled in other in-plant training programmes financed under the federal-provincial agreements is shown in the following table. The total number of workers trained by industry is not available, but it is known that

ENROLMENT IN FEDERAL-PROVINCIAL FINANCED IN-PLANT
TRAINING PROGRAMMES 1961/62-1963/64*

	SMALL BUSINESS MANA- GEMENT	SUPER- VISORY TRAINING	WORKERS ^a	TOTAL
1961-1962	0	1,508	197	1,705
1962-1963	n/a	3,360	410	3,770
1963-1964	2,384	4,479 ¹	951 ¹	7,814 ¹

* Excluding apprenticeship.
1. Incomplete reports.

the major part of in-plant training is under programmes not supported financially by Government.

In order to accelerate the expansion of training facilities generally, it has been necessary to stimulate the training of competent instructors. Enrolments in federal-provincial programmes to enable such technically competent persons to pass their skills on to others were 601 in 1962-63 and 749 in 1963-64.

The sum total of these programmes to improve the skill level of the labour force amounts to a near revolution in Canada's educational system. To date, the major portion of the expenditures has been directed toward providing young persons with the skills that will be needed by themselves and their society. At the same time, programmes which deal largely with training, retraining and upgrading the skill level of the adult labour force, though still small in relation to the need, are expanding rapidly. The aim of these efforts, of course, is a better trained, better balanced labour force that Canada needs to maintain her competitive position in the world economy, to lessen structural unemployment and to provide an increasing flow of goods and services to an expanding population in the years ahead.

TECHNOLOGICAL CHANGE AND MANPOWER PROBLEMS

The manpower adjustment problems created by the increasing pace of automation and technological change have their initial impact at the plant level, and frequently involve the complex issue of job security. Many of the human problems created by technological change can be most effectively handled at the level of the individual company or plant. These problems can frequently be dealt with by the employer and the union if they are recognised in time and if there is some means by which the employer and the union can discuss them and find mutually acceptable solutions. This is particularly true in Canada where, like the United States, collective bargaining is a highly decentralised process which takes place in individual companies or undertakings.

For this general reason, the Canadian Government has for some time encouraged the establishment of labour-management co-operation committees in individual companies throughout the country. These committees provide a basis for continuing consultation between labour and management concerning a wide range of problems. They provide an opportunity for problems to be discussed in an atmosphere of co-operation and objectivity which otherwise might be difficult to achieve. At present, over 2,000 labour-management co-operation committees have been established across Canada.

Technological change, of course, is a continuing process in almost every industry. From time to time, however, it involves the installation of a major piece of equipment or new production process which causes substantial dislocation to a company's work force. In these cases, much hardship and waste of human resources can result unless careful advance planning is carried out and imaginative measures are undertaken.

The difficult and complex problems which major changes of this kind impose on individual companies and workers have led the Canadian Government to establish a Manpower Consultative Service which will provide technical and financial help to companies and unions in these kinds of circumstances. This Manpower Consultative Service is based on the following principles:

- a) that appropriate plans at the plant level must be developed well

in advance of anticipated worker displacement, or unnecessary unemployment will result; this requires advance research and assessment of the manpower consequences of industrial changes;

b) where there is a union, research, and the plans which develop from it, should be developed jointly by management and unions to remove obstacles to constructive action which result from a lack of understanding and agreement as to the facts and the problem;

c) that use of those government services which can help in bringing about effective manpower adjustments should be effectively co-ordinated at the plant level. Such important services are provided under the Technical and Vocational Training Assistance Act for training and retraining and by the National Employment Service for the placement and re-employment of workers.

To apply these principles, the Manpower Consultative Service of the Canadian Department of Labour is administering manpower adjustment incentives and special labour mobility incentives. In the case of the manpower adjustment incentives, the Canadian Government will pay for one half of the costs incurred by employers or employers and unions together in assessing in advance the manpower effects of a proposed technological change, and in developing but not implementing a programme of manpower adjustment. Where there is a recognised union, there must be agreement that management and union will participate jointly in both the research and development phases of a manpower adjustment programme.

In respect to mobility, the Canadian Government will also pay one half of the costs incurred in moving workers and their dependents who may be displaced by technological change to other communities where alternative employment is available.

This Manpower Consultative Service has been set up by the Government of Canada as a catalyst to facilitate the process of manpower adjustment to technological change. The Service will facilitate, make suggestions and advise management and unions in the investigation of technological change and its effects, rather than conduct investigations for them. It will provide the financial incentives mentioned above and co-ordinate those activities of other government agencies which can be helpful in individual circumstances. It is genuinely a consultative service and will only come into action on the request of labour and management. It is a new experiment but one which should be able to contribute effectively towards coherent planning, effective action and socially and economically beneficial results at the plant level.

The first two Manpower Assessment Incentive Agreements to be developed under the auspices of the Manpower Consultative Service were signed in February 1965. One agreement is between the Minister of Labour, the National Association of Broadcast Employee and Technicians (NABET) and the Canadian Broadcasting Corporation. It provides for the establishment of a joint committee, under an independent and impartial chairman, to direct the necessary research and investigations and to prepare and recommend the technological changes which the Corporation plans to introduce in the future. The Committee will have the power to employ investigators and research workers who will make the necessary assessments of changing work situations, employee potential and the training and upgrading necessary to adjust the present staff to changing job requirements. The agreement also provides for the federal Department of Labour to reimburse the parties for 50 per cent of the expense incurred in developing the programme.

In signing the agreement, the union recognised the necessity to adjust to technological change in an orderly and reasoned manner. They felt that this programme would provide the means for such adjustment and would minimise the likelihood of conflict, while providing the maximum protection for the union membership and the employer. The Canadian Broadcasting Corporation felt that the agreement would assist in their manpower planning to meet the technical innovations that will be introduced. The Corporation also felt that the project would help to allay any fears among employees about the security and future of their jobs as equipment changes are made.

The second agreement is with a Joint Consultative Committee of the towing industry of British Columbia, which represents 46 companies and four maritime unions. The agreement provides for a Manpower Assessment Programme, for which initial research is to be carried out by a subcommittee. The objective of the programme is to ease future manpower adjustments that are foreseen as a result of technological advances in the size and efficiency of vessels and barges, steering control mechanisms, navigational aids and galley equipment.

WOMEN: A GROWING MANPOWER RESOURCE

The recent impressive increase in the employment of women has underlined the need to develop policies relevant to the effective utilisation of woman-power in a milieu undergoing profound social and economic change.

The fact that married women account for a substantial proportion of this increase in women's employment in itself constitutes a problem from the point of view both of the individual woman and of society as a whole. For the most part such women have greater domestic responsibilities than other workers and, in many cases, are mothers of young children. At the same time, even as their numbers in the labour force have multiplied, it is widely assumed that woman's place is in the home. Society, therefore, apprehensive lest services and facilities to assist women to reconcile their responsibilities at home and at work might encourage the trend to outside employment, has been reluctant to make such adjustments.

NUMBER AND PER CENT OF WOMEN IN THE POPULATION
LABOUR FORCE, EMPLOYMENT,
AND LABOUR FORCE PARTICIPATION RATES

	TOTAL (000)	WOMEN (000)	PER CENT
1953:			
Civilian Non-Institutional Population 14 years of age and over	10,164	5,089	50.1
Labour Force	5,397	1,191	22.1
Employed	5,235	1,172	22.4
Participation Rate	53.1	23.4	—
1964:			
Civilian Non-Institutional Population 14 years of age and over	12,745	6,418	50.4
Labour Force	6,920	1,960	28.3
Employed	6,595	1,899	28.8
Participation Rate	54.3	30.5	—

The striking rise in the labour force participation of older women, particularly those 45 and over, presents further dilemmas. These women are establishing a new life pattern; their mothers did not return to work in middle life. Many of them have had little or no working experience, and such experience and training as they have had are outmoded. Finding jobs is likely to be difficult for them, and often they lack confidence to undertake special training. Moreover, because of the sheer irrelevance of their working background, they are frequently employed beneath their capacity.

**WOMEN IN EMPLOYMENT BY MARITAL STATUS,
CANADA, 1953 AND 1964**

	1953 (000)	1964 (000)	1953-1964 % INCREASE
Total Employed	1,172	1,899	60.0
Married	393	983	150.0
Per Cent of Total	33.5	51.8	—

Source: Labour Force Survey, Dominion Bureau of Statistics.

Divisions between men's work and women's work associated with cultural rather than functional factors have contributed to a lack of balance in the demand for men and women workers. While some women may be found in almost all occupational groupings, on the whole the occupational distribution of women continues to follow traditional patterns, and they tend to be concentrated in relatively few occupations and industries. To be sure, barriers to their admission to certain professions, occupations and industries have broken down to some degree, but the same barriers that formerly hampered their access to employment have become obstacles to advancement in careers. They are regarded as short-term employees, a poor investment for training. In this, as in other matters relating to women's employment, individual cases tend to be assimilated to the general characteristics ascribed to women workers.

Already in the early 1950s the Department of Labour had become aware of the over-riding need of a more informed approach to problems relating to women workers and their working conditions. In 1954, therefore, a small branch known as the Women's Bureau was established within the Department to serve as a focus for departmental policies and activities in relation to women in the labour force.

The objectives of the work of this Branch are to stimulate research into essential aspects of women's employment; to encourage adequate occupational preparation for women and working conditions conducive to their effective participation in the labour force; to provide a channel of communication with employer and labour groups and women's organisations concerned with women's participation in the labour force; to advise the Department in developing policies relating to women's work and to be available for consultation with other departments of the Federal Government and with the appropriate departments of provincial governments.

register all the new jobs which become available with the National Employment Service Office in the area so that local workers receive the first opportunity of taking them.

Other new manpower measures will include an assessment of the adequacy of existing training facilities in designated areas, the provision of additional training facilities as may be required, and the development of experimental and pilot training projects. The federal government will also provide financial grants towards the cost of moving unemployed key skilled workers into such areas if they are not available locally.

Question:

5. In what ways can small firms be encouraged to re-equip workers for new skills required by technical change?

Answer:

In general, small firms do not employ the staff capable of determining training needs and establishing and administering effective training programmes. Therefore, they can be helped by providing assistance in evaluating their training needs and also by providing training materials and professional supervision and instructors.

Small firms can effectively group their resources to provide training services, either through their own efforts or cooperatively with Technical Schools.

Technical assistance is important especially for small firms and they, like larger firms, can be encouraged by providing financial incentives and assistance to training costs.

Assistance can also be given by providing effective community programmes based on the needs of small firms in the community, and in assisting in co-ordinating the efforts of several small firms in using public training facilities.

Effective government directed apprenticeship programmes with provision for publically operated related training are also useful to small firms.

Question:

6. Should an active manpower policy be based on the assumption that an increase in structural unemployment, as a result of the progress of automation, is inevitable?

Answer:

In Canada, an active manpower policy should be based on the assumption that structural unemployment *may* increase as a result of automation. One of the primary objectives of such a manpower policy should be to ensure that this does not occur. This assumption is particularly important in Canada because of its large size, the fragmented nature of its labour markets, and the increasing pace of technological change. It is our view that an active manpower policy in this situation should not aim at replacing the operation in the labour market but should rather supplement it so that it can carry out its allocation functions more effectively.

Question:

7. What special problems does the impending change in the age distribution of the Canadian population entail for manpower policy?

Answer:

In the next 5 years, the development of the Canadian labour force will be characterized by an unusually high, though gradually declining, rate of increase in the age group 14-24, a very slow rate of growth in the age group 25-44, and an above average rate of growth in the age group 45-64. In the youngest age group, the rate of growth of both sexes is expected to be approximately equal, but in the second oldest age group the female labour force will grow at a considerably faster rate, and in the oldest age group at a much faster rate.

Due to institutional causes as well as to the type of demand for female labour, the unusual growth trend in the female labour force is not likely to cause any serious problems. Both the school system and the kind of jobs available to women tend to make demand and supply of young females more evenly balanced than in the case of young males, who seem to need more « maturing » on the job.

The peculiar shape of the growth curve of the various age groups of the male labour force poses a number of problems. In general, we may be short of experienced skilled and professional workers over the next 4-5 years. At the same time, there will be a need for accommodating an unusually large number of youths aged 14 to 24 as well as providing jobs for workers over 45.

The solution of these problems, under the assumption of full employment, will require new policy measures such as :

1. Measures to ensure more effective use, all year round, of workers in the age group 25-44, who will be in scarce supply.
2. More emphasis on workers 25 years of age and over in the programmes designed to improve the training and increase the mobility of workers.
3. Speeding up the training and « experience » periods of young males, especially those coming out of our technical and vocational schools, to increase the number of skilled workers as fast as possible.
4. More efficient utilization in industry of workers of middle age.
5. Specialized training to upgrade, as much as possible, the skills and abilities of the middle age groups, including upgrading their basic education.
6. An efficient and effective labour market policy, including mobility, so as to keep continuous balance between demand and supply of experienced workers.

To implement this policy, the effectiveness of the National Employment Service must be increased.

Question:

8. To what extent is immigration policy in Canada integrated with the other aspects of manpower policy?

Answer:

A good measure of clarification has taken place concerning immigration policy as it relates to Canadian manpower policy. It can fairly be said that

there is no inconsistency between the two, so far as objectives are concerned. The Department of Citizenship and Immigration operates a placement service for immigrants and there is little or no co-ordination in the operation of this service with the National Employment Service. As a result Canadian employers are being visited by the two agencies — one mainly looking for openings for immigrants and the other as part of a regular employer-visiting programme of a public Employment Service. Consideration is being given to the advisability of turning over to the National Employment Service the placement functions at present assumed by the Immigration Service.

Question:

9. Assuming that the flow of immigrants will be smaller in future, what are the policy implications, particularly for labour in the middle age-groups and in certain grades of skill?

Answer:

The policy implications of a reduced flow of immigrants must be seen against the growth rate objective, type of industrial development and the developing age structure of the Canadian labour force. Changes in industrial employment and the occupational mix over the next 5 to 10 years will also determine what sort of workers will be needed. However, the shift in the age structure which is taking place could create bottlenecks if sufficient immigrants of the right skills were not available.

Over the next few years, the Canadian labour force will expand rapidly, but the young age group will expand much more rapidly than the total labour force. This will tend to create an imbalance between the inexperienced and experienced workers. For example, in 1964 the 35 to 54 year age group of males was 30.6 per cent of the total. It will be 27.5 in 1970. Similarly, the 25-54 year age group was 46.9 per cent of total in 1964 and is expected to fall to 42.7 per cent in 1970. If full employment is assumed, and the flow of immigrants is insufficient to fill the gap, the problem will be to find other ways and means of filling this gap.

A number of steps can be taken to ease this situation. More needs to be done to identify the future requirements of the economy for experienced workers. Secondly, the National Employment Service of the Department of Labour must be given the responsibility of anticipating short-run needs and of finding the required workers. This will require better labour market information and more effective selection and placement techniques. Thirdly, strong and effective support to mobility of workers is required. The new mobility programme in Canada should fill this need. Fourth, employers must be urged to utilize more effectively the scarce supplies of experienced workers. Fifth, training opportunities for adults must be increased so as to upgrade their basic education levels and to alter and improve their skills. This action is being taken in Canada. Sixth, the young inexperienced workers can frequently be used more effectively by giving them special accelerated training courses and on-the-job training when there is a shortage of experienced workers. This is also being experimented with.

Question:

10. In view of the merging of the National Employment Service with the Department of Labour, what are the implications for the future of labour market research as an instrument of an active manpower policy?

Answer:

The merging of the National Employment Service with the Department of Labour up to this time has not led to definite conclusions with respect to the future of labour market research.

Question:

11. In what ways could the National Employment Service be made more effective as a means of promoting the retraining and rehabilitation of workers?

Answer:

The brief answer to this question is to strengthen the personnel resources of the National Employment Service both in number and in quality. This strengthening is already taking place and it was mainly because of additional programmes which come under these categories of retraining and rehabilitation of workers that this augmentation of NES staff was required. However, aside from staff resources, there is a need for a much clearer delineation and uniformity of NES responsibilities in these areas across Canada. A question which must be resolved is whether unemployed workers are « entitled » to training as a matter of right or whether discretion should be left to the Employment Service to select those workers who are likely to succeed in courses and who are likely to benefit most from training. If these matters could be clarified, the result would be a much more efficient use of training facilities which, we understand, are operating at capacity in most areas. The matter of strengthening NES staff resources should not be confined to personnel actually engaged in referral to training or referral to rehabilitation agencies. The National Employment Service at the field level should be adequately equipped with technical staff whose responsibility it would be to impart information to training authorities not only on the state of the labour market in terms of occupational needs, but on any needs developing in the future — this with a view to offering greater assistance in the establishment and setting up of vocational training courses.

Question:

12. What would be the optimum " penetration ratio " — in other words, the percentage of placements to be made by the Employment Service — to aim at and how could this optimum be best achieved?

Answer:

It is estimated that before the National Employment Service can lay claim to achieving its objectives as laid down by the ILO Convention in any substantial measure, something over 40 per cent of the country's hirings should be done through its local offices. An overall figure such as this,

however, is not meaningful unless it be qualified by penetration into the various segments of the labour force. For example, if this 40 per cent or better penetration is achieved through an undue concentration on hirings of the unskilled or casual workers, this could result in a poorer organization of the labour market than could be achieved with a penetration of, say, 30 per cent, with corresponding penetration ratios among executive and professional, skilled workers, and so on. A 40 per cent or better penetration rate should include nothing less than around 25 per cent in the highest skilled categories. The foregoing figures, it will be understood, are more in the nature of informed guesses than the result of scientific studies.

As to how the optimum penetration ratio could be achieved, this rests wholly on how effective the Employment Service is in carrying out its function, combined with a publicity programme directed towards giving the public — both employers and workers — a better understanding as to facilities available through NES. A change of image must be effected — a change from the Labour Exchange or Unemployment Office concept towards one of a Community Manpower Office. This will require a much stronger and aggressive effort along the lines of publicity, and also in such matters as premises, office lay outs, and so on. The patronage of Local Employment Offices by professional workers could be increased by setting up separate executive and professional offices. Staff better qualified in the handling of professionals and highly skilled workers would also effect an increase in penetration for such categories. The payment of unemployment insurance benefit by mail, which has been carried on in some offices for several years, brought an increase in patronage both of professional workers and workers whose reasons for visiting the office were for purposes other than drawing unemployment insurance benefit. The separation of NES from Unemployment Insurance Commission, therefore, should bring similar desirable results.

Question:

13. Would a policy of promoting the movement of workers into the fastest growing regions of the country from regions of slow growth tend to increase rather than narrow inter-regional differences in prosperity?

Answer:

It appears to be possible that an isolated policy of promoting movement from slow growth to rapid growth areas would increase the prosperity difference between *areas*. In a static context, the smaller population will face higher real costs in providing for certain social overheads. In a growth context, it seems probable that an anticipated population decline or stagnation of the rate of population growth would tend to make the establishment of new, market oriented, industries less attractive in such areas.

On the other hand, if we assume a high level of unemployment and under-employment in the slow growth region, which is a customary characteristic, and if policy were directed solely to shifting these people to the fast-growing regions, a number of positive effects should accrue. Certainly, during the period of syphoning off the surplus labour, the current social costs of the slow-growing region should decline, which might assist the region in making more positive employment-creating investment. Secondly, moving out the under-utilized labour would leave a higher percentage of the working popu-

lation engaged in more productive work with the consequent increase in "prosperity". Exactly what the balance between these opposing tendencies will be is difficult to say. In part, no doubt, it would depend on the nature of the area from which the exodus took place, the relative size of the exodus, the educational and demographic distribution of the movers and non-movers, etc.

Even under unfavourable conditions, it should be noted, the per capita incomes of the average of movers and non-movers should be higher than in the absence of any policy because of the increased percentage employed and the presumably considerable increased average incomes of the movers.

Of course, this is not the sort of policy which is being developed in Canada, in part because it is felt that the returns to such a single mobility policy will be less than if other appropriate policies are introduced. What is aimed at in Canada is to provide a coordinated set of policies to deal simultaneously with overcoming the lack of geographic mobility, lack of industrial development and insufficient education, training and retraining of the population of the slow growth region. It is hoped that such an integrated set of measures will work in the direction of narrowing the inter-regional differences in "prosperity" or at a minimum, may prevent them from widening.

Question:

14. What methods does the Department of Labour use in evaluating the results of federally supported training programmes?

Answer:

The Department of Labour does not do regular follow-up studies. However, research studies have been undertaken on the Transition from School to Work and on the Training of Unemployed Programmes. These studies provide some follow-up. Such studies will be continued and expanded under new federal-provincial research provisions in the Federal-Provincial Training Agreements.

Inter-provincial examinations provide an effective means of evaluating the achievement and effectiveness of apprenticeship programmes for which such examinations have been set up.

We also depend to a large extent on feedback through advisory committees as to the effectiveness of present programmes and the need for additional programmes to round out a complete manpower programme. We look to industrial training advisory committees to provide more effective evaluation and direction than we have had in the past with more general committees.

Question:

15. What principles do the provincial educational authorities apply in choosing the courses to include in their curricula for vocational education?

Answer:

Provincial education authorities act or choose courses on advice of advisory committees which include the National Employment Service. They give priority to the occupational needs of the area served by the school. The

choice is usually based on area or regional studies of needs and occupational trends.

Information from employers is used extensively to guide the training services established.

The current Alberta study on the interests and plans of high school graduates will also have a bearing on the courses which will be provided by provincial officials.

Question:

16. What reforms are desirable in the system of vocational guidance?

Answer:

Vocational guidance in Canada needs strengthening in a number of important respects. More needs to be known about the way in which the vocational aspirations of young people are formed and modified, and about the effects of family background, community setting, the school system, and available guidance services on these aspirations. More information needs to be developed on occupational requirements and prospects. Vocational guidance services in the schools need to be brought into closer touch with the National Employment Service. The calibre of people available for vocational guidance work needs to be raised.

In respect to the first problem, a study of the effects of the career decisions of Canadian youth is at present being undertaken by the Economics and Research Branch of the Department of Labour in co-operation with Departments of Education in all provinces. This research project will focus on the way in which the school system (i.e. types of schools, course programmes, teachers, guidance counselling services, administrative structure and organization) is influencing the vocational and educational aspirations of high school students. It will provide valuable insights for the assessment of secondary school course programmes in vocational guidance services and teaching arrangements. The study will be based on a sample of schools numbering about 350 and will include about 150,000 students. Questionnaires covering socio-economic characteristics and attitudes and two psychometric tests will be used. It is planned to complete this study by the spring of 1967.

The Department of Labour has for many years provided occupational information through an occupational monograph and filmstrip series. Steps are being taken to expand this programme. The measures now being taken to strengthen the National Employment Service will include provision for developing better labour market information there. In these two ways, it is intended that a first class programme of occupational and labour market information for Canada will be established.

The National Employment Service is also taking steps to develop its job counselling services and to extend its contacts with the school system. Efforts are being made to provide more information to students about the labour market, to advise potential school drop-outs about job prospects, and to assist vocational guidance personnel in the schools wherever possible.

An important new development in Canada is the appearance of an interest and concern with vocational guidance services on a national level. In 1964, a National Seminar on Guidance and Counselling was held, under the auspices of the Canadian Association for Adult Education, at which much attention

was given to the problem of vocational guidance and the importance of strengthening personnel engaged in such work. In October 1965, a Founding Conference of the Canadian Guidance and Counselling Association will be held to establish a national organization for vocational guidance counsellors, which will be concerned among other things with improving further the standards of such services. The Department of Labour, through its National Employment Service, is assisting in this conference.

Question:

17. What are the chief problems concerning the supply and education of teachers needed for the substantial expansion in vocational and technical training?

Answer:

The supply of occupationally competent teachers for the developing programmes has not been a serious problem in Canada.

Well-qualified instructors have been found in adequate numbers when pay scales are comparable to salaries in industry.

The professional training of occupationally competent teachers has taxed the teacher training resources. New programmes have been established in several provinces and extensive use is being made of ongoing inservice training programmes.

Question:

18. What should be the respective roles of federal and provincial authorities in forecasting future manpower needs? On what principles should such forecasting be based? Have targets been set for training in specific occupations? Are there manpower agencies in any of the provinces? What is being done to encourage their formation?

Answer:

Both the federal and provincial governments should be engaged in forecasting future manpower needs. The reason for this is that many of the policies which take such forecasts into consideration are in fact the joint responsibility of both levels of government, and that the usefulness of research for policy is much greater if the policy groups concerned participate actively in related research projects.

In general, we feel that the responsibility for developing methodology and forecasting techniques should be primarily that of the federal government and that it should, as a result, advise and assist the provincial governments on the technical side of this work. Each level of government, however, should develop its own assessments of future manpower needs and should assess their implications for policy.

In addition to providing technical assistance, the federal government should also provide some financial assistance for related research projects. A programme of financial assistance for manpower and training research was inaugurated by the federal government in 1965.

Long-term manpower forecasts should be developed in the context

of general economic goals. Where these goals have been clarified, as for example in terms of production or income, their consequences should then be worked out in manpower terms. In doing this, it is important to keep in mind that there is a considerable degree of substitutability of one kind of worker for another and of capital for labour, both depending on the changes taking place in their relative prices and in the technology of production. It is important, therefore, that occupations be grouped together into relatively autonomous categories (i.e., natural scientists, engineers, and scientific and engineering technicians might be treated as a group since they can be interchanged to a considerable extent depending on changes in their relative salaries), and that these categories and their components be related in a meaningful way to the structure of the educational and training system.

Employment forecasting should not be regarded simply as a government responsibility. It is also important that employers be encouraged and assisted in planning and anticipating their manpower requirements to a much greater extent than is at present done in Canada. Thus, the general objective should be to develop national and provincial projections of manpower needs and to supplement these by encouraging employers to work out their manpower requirements at the level of the undertaking as fully as possible.

Question:

19. What measures need to be taken to strengthen on-the-job training programmes in Canadian industry?

Answer:

More professional training directors and more trained instructors are required in industry to provide the direction and supervision that is needed to strengthen on-the-job training.

Integration of on-the-job and school-based programmes should be encouraged and developed.

By limiting financial assistance from public funds to effective and strong on-the-job programmes, we will encourage industry to strengthen their programmes.

Provision of effective and usable training programmes and similar technical assistance is also helpful.

Technical assistance is required by many industries to plan and implement on-the-job training programmes. Such services can be provided by technical training agencies.

Question:

20. What significance is to be attached to the increase in participation rate of women workers and what are the policy implications?

Answer:

There is, of course, the very obvious inference that the increase in the participation rate of women workers has resulted from a high level of demand for their services. Expansion of employment demand has occurred in the

service sector of the economy in occupational areas in which women traditionally have been engaged, such as the care, education and training of children; the care of the sick; the preparation of food; the making, repairing and cleaning of clothes. It has occurred also in record-keeping and clerical work, particularly in the role of the stenographer and the typist, which have become almost exclusively women's occupations.

The level of demand for their services is a more effective factor in the labour force participation of women than of men. Moreover, elastic supply of women workers at a relatively low range of wage scales probably contributes to the disproportionate increase in women's employment as compared with the increase in the employment of men.

The narrow occupational distribution of women workers, despite their increased labour force participation, reflects the rigidity of traditional divisions between men's work and women's work which limit the range of employment opportunities of both men and women.

The steadily increasing participation rate of women workers is evidence, however, that women are in the working world to stay. They constitute a growing, and in some ways, a new resource of manpower that will require and, indeed, warrant more effective development and utilization than in the past.

With respect to the social milieu, it should be noted that the increasing participation rate of women reflects a distinct, if often reluctant, change in social attitudes towards the employment of married women outside the home.

Policy Implications

Explicit recognition of the fact that women workers are an essential and, at the same time, a distinctive element in the manpower resources of the nation is the premise of policy development in this area.

Working from this premise there is need for a well-planned, imaginative programme of study and research to increase available knowledge regarding the effective development and use of womanpower, including for example :

- study of the utilization of women workers in reasonably controlled situations such as the public service;
- pilot projects in counselling, education and training for adult women seeking re-entry into the labour market;
- encouraging girls and women to consider occupations in less traditional women's fields, while taking steps to stimulate opportunities of employment for them in such fields;
- efforts to expand areas of employment of both women and men, breaking down gender barriers in respect to feminine and masculine occupations.

Because of the increasing place of gainful work in women's lives, the development of suitable policies of adjustment to meet the special problems of women workers that arise from their maternal role and their changing civic, economic, and social status assumes new urgency. These include, on the one hand, such measures as more adequate day care services for children; provision for maternity leave; part time work, adequately regulated to prevent exploitation whether by employers or workers; and on the other, equal pay for equal work; minimum wage legislation, providing the same minimum

rates for workers of both sexes; endorsement of the principle of employment and advancement on the basis of qualifications in relation to the requirements of the job irrespective of the sex of the individual.

At the same time, a continuing programme of information and public education is required to bring about a climate of opinion conducive to more effective development and utilization of womanpower.

Question:

21. Will a concentration of the training effort on young people tend to result in inequality of opportunity between the young and the older age groups.

Answer:

The answer to this question is "yes". Realizing that such inequality of opportunity would develop, we have pressed ahead with training programmes for both young people and older workers, to ensure that the redundancy of older workers can be offset by retraining and upgrading.

Question:

22. What criteria are being used to find out whether the various programmes of vocational training and guidance correspond to the needs of the economy?

Answer:

A. Research

Many agencies of government at both the provincial and federal levels have available and gather information and carry on research related to manpower requirements. One competent authority at the provincial level, preferably the training authority, should be responsible for gathering such information and basing their decisions on training programmes on such information and research. One group should be made responsible for initiating and co-ordinating most of the research on manpower needs as well as additional research as it relates to teaching methods, curricula and techniques generally.

B. Determination of Occupations and Levels of Training

Determination of what range of courses to offer should be established on the basis of research on training requirements, and the department or agency of government which carries on the training and operates the facilities should assume the final responsibility for the choice of courses and the levels at which they are offered. The individual provinces are in the best position to provide effective machinery for ensuring the adequate communication of information from industry relating to both short and long-term training requirements.

C. Occupational Analyses, Course Content and Curriculum Development

Occupational analyses and, to a large degree, the co-ordination of endeavours to establish standard curricula are mainly the responsibility of the

federal government, whereas provincial training authorities will ensure that course offerings are related to local needs.

D. *Planning, Development and Co-ordination of Publicly-Sponsored Training Programmes*

It is most important to ensure the integrated and balanced development of all programmes so that there will be compatibility between them. At the national level the Technical and Vocational Training Advisory Council and, at the provincial level, the provincial advisory committees play a role to ensure that no one training area is given undue emphasis so as to create an imbalance in fulfilling the needs of various elements of the population or of the various segments of the economy.

E. *Responsibility for the Administration and Operation of Individual Programmes*

Responsibility for particular training programmes should be undertaken by the department or agency which the government of the province considers has or can most readily develop the capability. In the area of manpower development generally, it is becoming increasingly apparent that some machinery within the government, for policy co-ordination over the activities of the various departments and agencies concerned, is required to define overall objectives and ensure that various programmes are developed in an integrated and balanced way to meet them.

F. *Vocational Guidance and Counselling*

Criteria for guidance will evolve from the "Careers" study which is being carried on in co-operation with the provinces.

G. *Standards of Competence*

In general, acceptance of standards of competence should primarily be established and maintained by public authority even though private occupational associations or industry groups may be involved in the setting of minimum standards. The setting of these standards and the supervision of the certification or licensing programme should be by a group that is independent of the training authority but is still a public authority, not subject to undue pressures from vested interests.

H. *Evaluation of Programmes*

It is not considered desirable to have all of the evaluation work undertaken by the operational group responsible for administering programmes.

Effective organization on the above basis for federal-provincial co-operation will help to ensure that vocational training programmes are effective and meet the needs of the economy.

Part V

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